

FOREIGN OPERATIONS ADMINISTRATION

Washington 25, D.C.



OFFICE FOR REFUGEES, MIGRATION, AND
VOLUNTARY ASSISTANCE

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MEMORANDUM FOR: The Executive Officer, Operating Coordinating Board
THRU : FOA/OMA - General Porter
SUBJECT : Escapee Program Progress Report

There are transmitted herewith 55 copies of a report on actions taken pursuant to the recommendations of the OCB Report on the Examination of the Effectiveness of the Escapee Program in Meeting Objectives under NSC 86/1, accepted by the Board on February 17, 1954.

Dorothy D. Houghton
Assistant Director

Attachments:

55 copies Escapee Program
Progress Report w/ att.

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FOREIGN OPERATIONS ADMINISTRATION

OFFICE FOR REFUGEES, MIGRATION AND VOLUNTARY ASSISTANCE

UNITED STATES ESCAPEE PROGRAM

REPORT

TO

OPERATIONS COORDINATING BOARD

AUGUST 17, 1954

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FOREIGN OPERATIONS ADMINISTRATION

UNITED STATES ESCAPEE PROGRAM

REPORT TO THE OPERATIONS COORDINATING BOARD

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GLOSSARY

Re-establishment: the assimilation by resettlement or integration of escapees into the political, social and economic life of the free world. Such assimilation is the end objective of the Program's assistance to escapees.

I. Resettlement:

- a) Normal Resettlement: re-establishment through assisted emigration from a country of asylum to another country which offers normal opportunities for permanent settlement.
- b) Special Resettlement: re-establishment in a country other than the country of asylum, of escapees possessing limited resettlement potential. Such placement may comprise either:
 - 1) Institutional Resettlement: provision of long-term or permanent care in a recognized institution, or
 - 2) Non-Institutional Resettlement: provision of financial or other special assistance in the establishment of an escapee and his family in the economic life of the country concerned.

II. Integration: re-establishment, in the country of asylum, of escapees possessing limited resettlement potential. Such placement may be either:

- a) Institutional Integration or b) Non-Institutional Integration in character, as these two terms are defined above.

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August 17, 1954

FOREIGN OPERATIONS ADMINISTRATION

UNITED STATES ESCAPEE PROGRAM

REPORT TO THE OPERATIONS COORDINATING BOARD

I. Summary

The Operations Coordinating Board accepted on February 17, 1954 a "Report on the Examination of the Effectiveness of the Escapee Program in Meeting Objectives Under NSC 86/1".

The report concluded that:

(a) The Phase A. Escapee Program had made a significant impact in reducing the negative situation that existed in the countries of asylum at the time of the adoption of NSC 86/1;

(b) The accumulated Phase A. caseload represented a negative factor in realizing the objectives of NSC 86/1, and hindered the development of special services required to support Phase B. activities;

(c) The Phase A. Escapee Program offered benefits to Phase B. programs of other concerned agencies by providing propaganda material, information of intelligence value, candidates for overt and covert operations, and various support activities such as developing a more cooperative attitude in escapees during debriefing and providing special handling for disposal cases referred from other agencies.

The OCB report made specific recommendations and directed that in six months from the date of the acceptance of the report, FOA/USEP should report to the OCB concerning progress made toward carrying out the recommended course of action.

Following are the major recommendations made by the OCB, and actions taken by USEP pursuant thereto:

Recommendation 1. The USEP caseload as of September 30, 1953, should be virtually liquidated by December 31, 1955 without jeopardizing the humanitarian and psychological purposes of the program.

Action Taken: A target date plan has been put into effect to bring about the liquidation of this caseload by December 31, 1955.

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<u>Category - by Date of Escape</u>	<u>Target Date</u>
A) Escaped in 1948 and 1949 (incl. USSR's in 1945 and after)	January 1, 1955
B) Escaped in 1950 and 1951	July 1, 1955
C) Escaped in 1952 and 1953 (to September 30)	December 31, 1955

As of June 30, 1954, a total reduction of 6,012 had been effected in the September 30, 1953 accumulated caseload. Of these 1,932 had been removed through normal resettlement, 48 had been removed through special resettlement in other countries, 832 had been removed through integration in countries of asylum, and the remainder were removed otherwise.

After the removal of 6,012 as of June 30, 1954 there remained on hand 8,567 of the September 30, 1953 accumulated caseload.

Recommendation 2: The caseload should be analyzed on an individual case basis so as to identify those cases unlikely to qualify for resettlement.

Action Taken: The USEP caseload is being thoroughly screened in consultation with the participating voluntary agencies to determine a solution for the case of each escapee. The screening of the 1948/49 arrivals is expected to be completed by the end of August. Escapees are classified for either normal resettlement, institutional re-establishment or non-institutional re-establishment. Final figures on these categories will be available upon completion of the screening. Based on the preliminary results of the analysis of the 1948/49 arrivals, however, it is estimated that the 8,567 escapees remaining on June 30, 1954 from the September, 1953 caseload may be categorized as follows:

Normal resettlement	5,232
Institutional re-establishment	298
Non-institutional re-establishment	3,037

Recommendation 3: For cases identified as not qualifying for emigration, suitable arrangements should be made for their local integration or removal from the caseload as soon as possible.

Action Taken: Contracts have been concluded in the amount of \$345,000 to provide for final arrangements for difficult-to-resettle cases. Of the persons in the non-institutional re-establishment category, it is estimated that not more than 1,500 will require special assistance from the Escapee Program. The remaining 1,500 may be expected to be eliminated from the caseload by December 31, 1955 by reason of death, disappearance, or in most cases, by their assimilation into the local economy, without other than normal expense to USEP.

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Recommendation 4: For cases determined to be qualified for resettlement, there should be a continuing evaluation of progress toward completing action in such cases.

Action Taken: USEP divisions have instituted procedures to assure that the entire caseload is maintained under active scrutiny at all times. This is accomplished by joint case-by-case analyses of agency caseloads; spot-checks and project evaluation of all projects; and by required reporting.

Recommendation 5: Registration of persons other than those currently escaping should be discontinued except for those of special interest to the psychological or intelligence agencies.

Action Taken: Registration of satellite escapees who arrived in the West between January 1, 1948 and March 31, 1953 has been terminated as of July 1, 1954.

Recommendation 6: A sufficient time should be allowed to complete the registration of Yugoslavs, Ethnic Greeks and selected escapees in the Far East.

Action Taken: Registration of Greek Ethnics, Yugoslavs and of pre-1945 Soviet escapees, will be completed by December 31, 1954. The results of the registration to date are as follows:

<u>Total Registered to June 30, 1954</u>	<u>Caseload still on Hand^{1/} June 30, 1954</u>	<u>Number to be Registered (est.)</u>
Yugoslavs 5,294	3,858	6,545
Greek Ethnic 2,347	2,207	3,500
Pre-45 USSR 4,481	3,342	3,490
12,122	9,407	13,535

As the activities of the program in the Far East are undertaken on a selected project basis, there is no formal registration and no established caseload.

Recommendation 7: Efforts should be made to cause the participating voluntary agencies to concentrate their efforts on bringing about a substantial and rapid increase in the rate of resettlement, including special development projects in the resettlement countries, with a priority for action on the cases in countries of first asylum and requiring progress reports thereon at frequent intervals.

1/ Reduction effected through resettlement or otherwise disposed of - See Table II.

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Action Taken: The participating agencies have been consulted fully in the planning and execution of the program, and the unclassified aspects of the OCB recommendations were carefully explained to them after the issuance of the report. Continuing emphasis is placed on project evaluation and reporting by the agencies to assure compliance with the priorities and objectives of the program. Every reasonable financial incentive has been supplied, while at the same time maintaining the supplemental character of the program. Special projects have been undertaken to search for resettlement opportunities and assurances, and further provisions have been made for financing reception and resettlement expenses in certain receiving countries. The response of the agencies has been generally satisfactory. The priority attached to activities in countries of first asylum is reflected in cumulative obligations in those areas in the amount of \$5,497,476, exclusive of transportation and the Asian programs, compared with \$347,244 for secondary asylum areas. (See Appendix U. Comparison of obligations of Escapee Program funds in countries of first asylum and second asylum).

Recommendation 8: Obtain maximum benefits from the Intergovernmental Committee for European Migration in terms of moving escapees to countries of resettlement in preference to other migrants, and making suitable arrangements to increase the volume of resettlement opportunities available to escapees in receiving countries other than the United States.

Action Taken: The master resettlement contract with ICEM has been renewed. ICEM has been helpful in securing the inclusion of escapees in mass movements, notably those recently arranged from Trieste to Australia. USEP has intensified its liaison with ICEM, which has assured USEP that it will do everything possible consistent with its mandate to increase the resettlement of escapees.

Recommendation 9: In the resettlement of Escapees, secure the cooperation of other international and intergovernmental organizations having a concern in the problem of refugees and escapees, and enlisting the support and assistance of individual nations directly or through such organizations.

Action Taken: USEP has carefully coordinated its operations with the United Nations High Commissioner for Refugees, with particular reference to institutional and special resettlement plans, and to activities in the Middle and Far East. The 7th Session of the Migration Committee provided an opportunity for the Assistant Director of FOA for Refugees, Migration and Voluntary Assistance to pay tribute to the work of ICEM in cooperation with USEP and to make a forceful plea to the receiving nation to assist in making further resettlement opportunities available for escapees. First approaches to receiving governments on behalf of escapee resettlement are made constantly through the voluntary agencies co-operating with USEP in their dealings with resettlement missions in Europe, and their visa search activities in Canada and Latin America.

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Recommendation 10: Assure full utilization of resettlement opportunities offered by the Refugee Relief Act of 1953 through the development of a closer working relationship between Department of State officials charged with that program and USEP.

Action Taken: Excellent cooperation and operational liaison has been established between USEP and the Refugee Relief Program at the Washington and field levels. Arrangements are in effect to make available security, health, labor and other records on escapees to the Refugee Relief Act field staffs. USEP personnel were detailed in some areas to assist the consulates in establishing the RRA program in the field. USEP assurance search contracts with the voluntary agencies will assist in providing an adequate flow of assurances for USEP cases. A highly qualified expert in visa procedures has been employed by a voluntary agency in Europe under a USEP contract to assist the participating agencies generally in meeting the technical standards of the RRA. Washington staffs have cooperated effectively in making special arrangements for national interest cases, such as the Kapus family. It must be recognized that the termination of Section 3(c) of the Displaced Persons Act on June 30, 1954, and the very gradual build-up in the issuance of RRA visas to escapees may be expected, despite the excellent cooperative arrangements, to adversely affect the USEP resettlement rate in the coming months. This situation will not only cut down the number of escapees coming to the United States, but will also have the effect of decreasing movements to other areas because few escapees are willing to accept resettlement to other countries as long as there is hope of a United States visa.

Recommendation 11: FOA/USEP should, with appropriate advice and assistance by the several agencies at both the headquarters and field level, develop special support values for the Phase B. program, and should keep the several agencies informed in detail concerning its plans and programs.

Action Taken: A coordinating committee has been established on USEP initiative at the European regional level to resolve operational problems in all matters relating to psychological warfare including the Escapee Program. A USEP liaison committee has been established in Washington for some time.

Consultation has been intensified at all levels between USEP and other agencies, with USEP receiving advice and guidance and providing information and specialized services as requested, although greater emphasis on this relationship is necessary.

USEP activity provides support for the State Department in negotiations on refugee policy matters and in the implementation of the Refugee Relief Act. USEP has continued to provide support for the Defense Department in the operation of MIS centers, the Alien Enlistment Program, Labor Service Units, and specialized research projects. Services made available to CIA include escapee

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census information, priority re-establishment of special interest cases, and special projects in connection with operational programs.

Emphasis is placed on servicing USIA and RFE with exploitable information. Special exploitation projects, such as the Freedom Flight and Kapus resettlement are undertaken as the occasion demands. Steps have been taken to identify successfully resettled escapees for exploitation. More detailed guidance from other agencies as to their requirements, however, would be helpful.

* * *

Further details concerning the above points will be found in the following sections of this report including the section on recommendations. The report also covers certain program activities on which the OCB did not issue specific guidance or recommendations such as the intensified activities undertaken on behalf of escapees in Southeast Asia and the Pacific Area, and projects on behalf of selected refugees in the Middle East. No attempt has been made to address the question of utilization of USEP support values by agencies charged with the administration of Phase B programs, since it was assumed that these matters will be covered in the reports required to be submitted by those agencies.

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II. ACTIONS TAKEN PURSUANT TO OCB OBJECTIVES AND RECOMMENDATIONS

A. Progress Toward Reduction of September 30, 1953, Caseload

For the first one and one-half years of its existence the Escapee Program concentrated on the successful re-establishment of its registrants through normal resettlement, primarily overseas. Although it was recognized that a portion of the caseload would ultimately fail to qualify for such normal resettlement, it was decided to concentrate attention initially on the establishment of proper procedures and channels and on operations which would effect the fullest possible overseas resettlement. These normal resettlement activities are still being pressed vigorously and with greater intensity. However, it was realized from the outset that despite strenuous program efforts in countries of immigration, certain persons would not qualify for resettlement and that after all resettlement efforts had failed, other solutions would have to be found for these cases.

Consequently, the Escapee Program budget for FY 1954, submitted in October of 1952, requested funds for the development of projects and programs for local integration in European countries in order to remove permanently from the caseload the older, more difficult to resettle escapees. It was recognized at that time that such action would become essential if the Program were to be able to devote attention to the more important new escapees.

In 1953, with more than 7,000 escapees successfully resettled overseas, it became apparent that expansion of activities to provide solutions through re-establishment in Europe for persons disclosed to be unresettleable could be undertaken along with the normal resettlement operations. Planning for this group was initiated but a full program of activities in their behalf did not become possible until December, 1953 when FY 1954 funds were made available for the program. Since January, 1954, USEP has devoted special effort to the development of re-establishment projects to benefit the un-resettleable escapees.

Immediately after the OCB's report the Deputy Assistant Director for Refugees, Migration and Voluntary Assistance visited Europe and the Chief of the Escapee Program visited escapee posts around the world in order to emphasize the importance of an early reduction in the older escapee caseload and to devise procedures for such a reduction. Following these visits, in a personal message to the FOA Mission Chiefs, Mr. Harold Stassen, the Director of FOA, confirmed instructions given FOA staff abroad and instructed FOA Mission Chiefs to take a personal interest in seeing that Mission resources were fully utilized in order to promote speedy resettlement (see Appendix A).

In April Mrs. Dorothy D. Houghton, the Assistant Director of FOA for Refugees, Migration and Voluntary Assistance, devoted to the Escapee Program her address to the representatives of the 30 nations assembled at Geneva for the conference of

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the Intergovernmental Committee for European Migration in order to enlist inter-governmental support for escapee activities. (See Appendix B). In an appeal for increased resettlement opportunities, she stated: "Most essential of all the elements that are required for any successful migration or resettlement program, of course, is a destination. I mention this most obvious component only in order to express gratitude toward the member governments who have opened their doors to these refugees and migrants, and to emphasize the continuing need for resettlement opportunities".

1. Identification and Categorization of Caseload

It was realized that the first step toward a reduction of the older caseload would be its proper identification and classification. This could only be accomplished with the full assistance and cooperation of the voluntary agencies. Therefore, in January, 1954, USEP had requested the cooperating voluntary agencies to categorize their caseload and classify every escapee as "resettleable," "institutional," or "difficult-to-resettle," and to submit re-establishment projects which would provide permanent homes in institutions for the unresettleable group and thus remove them from the USEP caseload. (See letter OFC to voluntary agencies, January 28, 1954 - Appendix C and letter OFC to Country Unit Chiefs, February 1, 1954 - Appendix D).

USEP's efforts to provide final solutions for the unresettleable escapees on its rolls was confirmed by the subsequent recommendation of the OCB, that the Escapee Program attempt to reduce its September 30, 1953, caseload by the target date of December 31, 1955, by using all practical means but "...without jeopardizing the humanitarian and psychological purposes of the Program."

As a result of the OCB's report, it was decided that a more detailed categorization of the caseload would assist in the efficient and controlled reduction of the September 30, 1953, caseload. Consequently, the caseload was divided into three categories according to the dates of arrival of the escapees in the West and a target date for the reduction of each of these categories was established as follows:

- (a) 1948*/1949 - Reduction of category by target date January 1, 1955.
- (b) 1950/1951 - Reduction of category by target date July 1, 1955.
- (c) 1952/1953 - Reduction of category by target date December 31, 1955.

An instruction to this effect known as the "Target Date Plan for the Reduction of USEP Caseload," was issued to the USEP divisions by the Office of Field Coordination,

*Includes USSR escapees who fled subsequent to January 1, 1945.

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Escapee Program, Frankfurt. (See memorandum to Escapee Program Divisions, dated April 20, 1954 - Appendix B). Voluntary agencies were instructed to analyze their caseloads and to submit, four months in advance of each target date, "...concrete plans for the resettlement, local integration, institutionalized care, or other permanent solution, for each escapee ... involved, with a view to achieving these solutions within the target date."

These individual studies -- beginning with escapees of the 1948/49 category -- were immediately instituted in each area of first asylum. Their results are being continuously studied by USEP to determine the adequacy of the solutions provided by the voluntary agencies and to insure that the agencies follow through aggressively to produce the recommended solutions. Latest reports indicate that the surveys of the 1948/49 group will have been completed by the end of August after which analysis and classification of the 1950/51 arrivals will be initiated. While these intensified efforts to reestablish special categories are underway, normal resettlement efforts continue for all categories.

2. Programs Initiated on Behalf of the Unresettleable Group

While pressing hard to increase the re-establishment of qualified persons through normal resettlement, the Program has stepped up its activities designed to re-establish permanently the institutional and difficult-to-resettle elements of the caseload. It developed procedures to provide for projects to solve the more difficult cases disclosed through the analysis of each individual case. As a result of its earlier efforts and under these procedures, contracts have been negotiated by USEP with agencies as follows:

National Catholic Welfare Conference	\$125,000
World Council of Churches	125,000
American Jewish Joint Distribution Committee	20,000
<u>Tolstoy Foundation</u>	<u>75,000</u>
Total	\$345,000

These contracts provide for the satisfactory and permanent re-establishment of 460 eligible escapees who possess little or no resettlement potential. By the end of July, 1954, USEP already had received from the agencies concrete proposals for the institutional re-establishment of 395 escapees under these contracts. Although these contracts cover all escapees who constitute resettlement problems, every effort will be made to complete action on the institutional and early arrival cases as soon as possible in accordance with the Target Date Plan.

USEP has also devised procedures for the re-establishment, through special non-institutional projects, of escapees who fail to qualify for normal resettlement overseas although they are capable of providing for themselves and their dependents if

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certain additional assistance is given. (See memoranda this subject dated May 7-Appendix F).

These non institutional or difficult but placeable cases are unqualified for normal resettlement because of uneconomic family composition, previous medical history, limited work capacity or special trade or profession. USEP aid to such cases is extended if: (1) the individual concerned cannot qualify for overseas resettlement; (2) the special assistance will enable the escapee to become an independent and self-supporting member of a community; and (3) the provision of such special assistance will ensure a permanent solution to the individual's re-establishment problem and, therefore, will relieve USEP of further responsibility. USEP assistance to this type of case takes the form of payments which enable the escapee to become self-supporting, such as the provision of tools, payment of several months rent, or down payment on machinery or equipment.

At present, non-institutional integration is practical only in Germany because of the countries of first asylum, only Germany allows the escapee the privilege of legal employment. In other areas escapees generally are forbidden to work and most of those who do find employment work "black" at low wages and usually under bad conditions. USEP cannot at present integrate escapees on any large scale in these areas, but instead must devote its efforts toward their permanent re-establishment in other countries where legal employment is possible. In the meantime, USEP staff will continue to press the various governments to agree to relax their restrictive employment regulations so that those escapees who cannot be resettled may be employed and thus no longer a burden either to the government or USEP.

In Greece, it is possible for Greek Ethnic to obtain legal employment and integration appears possible for unresettleable Greek Ethnic. The Program has allocated \$245,000 for this purpose.

The Escapee Program Division in Germany has eliminated more than 800 persons from its September 30, 1953, caseload as locally integrated. These people have been well established in the local economy. Such cases are dropped from Program rolls only after it is determined that they are completely self-supporting and do not require further USEP aid. Integration of this type -- i.e., without exceptional USEP assistance -- is possible only in Germany where the escapee can find legal and gainful employment.

By the middle of July, USEP had received four proposals for the non-institutional re-establishment of 92 escapees at an approximate cost to USEP of \$55,000. One of these proposals, would relocate 80 qualified persons on abandoned farms in France. It is planned to handle such projects under the contracts for special re-establishment discussed earlier.

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In summary, it is estimated that 500 escapees who are not qualified for normal resettlement will be re-established under special arrangements during 1954. (This does not include those integrated without special USEP aid in Germany). In accordance with instructions, the agencies will attempt to place the 1948/49 arrivals first wherever possible, although no resettlement opportunities for newer escapees will be overlooked. It is expected that these methods of re-establishing the unresettleables will enable the Program to accomplish a substantial reduction of the older caseload by December 31, 1955.

3. Development of Special Overseas Resettlement Activities

Early in the Program, it became evident that special efforts would be necessary to ensure a maximum overseas resettlement of escapees. A majority of escapees moved during the first few months of Program operations went to the United States with smaller numbers accepted by Canada and Australia/New Zealand. An area with great possibilities -- Latin America -- accepted only a handful of escapees. Consequently USEP felt that it must concentrate its special efforts to increase overseas resettlement in that area.

The first of a series of activities designed to stimulate resettlement in Latin America were resettlement opportunity contracts undertaken with several agencies. From March through June, 1953, five contracts, with a combined maximum value exceeding \$100,000 were negotiated with NCWC, WCC, HIAS, LWF, and AJDC. These contracts provided for additional employees, travel expenses and administrative overhead necessary to find potential employers in Latin America and to secure housing, work permits, and visas. These projects appear to have been successful. In the first year of the Escapee Program's operation, all agencies combined requested movement of only 293 escapees to Latin American destinations. In the second year of operation (when the visa-search contracts were in force) the agencies requested movement of 1,123 escapees for an increase of 383% over the preceding year's production. (Included as Appendix G is a tabulation illustrating the improvement effected by the NCWC and WCC under these contracts).

Although these resettlement contracts have proved beneficial, it became apparent that expenses in connection with the re-establishment of escapees in Latin America were limiting the number of escapees who could be taken care of by the agencies. After discussion between USEP and the leading agencies in the latter part of 1953 it was agreed that USEP would reimburse the agencies for inland transportation costs in Latin America up to \$60 per person, which amount would include normal living expenses during transit.

Following the OCB's report, in a further effort to increase resettlement in Latin America, USEP agreed to pay for the numerous miscellaneous expenses of permanent placement and settlement in Latin America. These services include baggage fees, documentation, employment permits, lodging, food, clothing, sanitary supplies, emergency medical treatment, emergency social care, tools, and placement service.

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These miscellaneous services amount to something over \$100 for each escapee. USEP, therefore, has agreed to reimburse the voluntary agencies at a flat rate of \$100 per escapee resettled in Latin America. If these combined costs average less than \$100 per person, the agencies will reimburse USEP for the difference. Nine contracts for a total of \$250,000 have been negotiated. Although these contracts have not been in force for a sufficient time to provide the basis for an analysis of their effectiveness, it is anticipated that in the course of time they will be instrumental in increasing resettlement to Latin America.

Visa search activities were also undertaken in Canada in an effort to increase the number of escapees being resettled there. The contracts initiated in 1953 did not prove to be particularly effective, since subsequent to the initiation of these projects the Canadian Government adopted a procedure whereby it selects persons abroad to fill specific employment shortages in Canada. As a consequence, activities in Canada do little to influence the recruitment officers' decisions in favor of escapees. The offices established have been effective in placing those escapees who have been selected by the Canadian recruiting teams, but since they have failed to augment the resettlement rate to any considerable extent, some of the offices have been closed and the Escapee Program now pays the cost of only two small offices which devote their effort largely to placement activities. Nevertheless, these offices were instrumental in influencing the Canadians to include some escapees among the persons selected. For example, the Canadian resettlement mission to Trieste was instructed to select all possible Ukrainian refugees and any other refugees who met its selection criteria. As a result, the Canadian Mission selected 132 escapees from Trieste.

USEP and the voluntary agencies have intensified their liaison with consulates and selection missions of resettlement countries. This liaison has paid modest dividends. For instance, the Chilean Consul in Italy has started a program of visiting refugee camps and issuing visas to those who are interested and eligible. In the first four weeks of this program, 55 Chilean visas were issued. USEP and the American Fund for Czechoslovak Refugees were instrumental in securing the agreement of Great Britain to reopen the "Two Thousand Scheme", which had been closed following the termination of IRO. Under this scheme it is anticipated that 250 Czech escapees, mainly post-TB cases, aged, and others from the unlikely-to-resettle group will enter England where they will be provided furnished homes and a weekly cash grant by the Czech Refugee Trust Fund until jobs can be found for them.

The Escapee Program's efforts to increase resettlement in areas other than the U.S. has been adversely affected by the Refugee Relief Act. The great majority of escapees hope to resettle in the United States and they resist settlement in other areas pending action on their applications under the RRA. This obstacle to increased resettlement will grow progressively less as increasing numbers of escapee applications are processed under the RRA and those rejected realize that they will have to accept resettlement in another area. Consequently, it is believed that resettlement of escapees in Latin America will gradually increase over the next year

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and will definitely assist the Program to reduce its caseload by December 31, 1955.

Activities to increase the number of escapees resettled in the United States have also been intensified. As the preparations for operations under the Refugee Relief Act developed, it became evident that larger numbers of assurances of employment and housing for escapees would be necessary if sizeable numbers of escapees were to be processed under that Act. By June of 1954, it was apparent that these assurances were lacking and would not be secured by the voluntary agencies unless special measures were taken. This was prejudicial to the Escapee Program's effort to eliminate its caseload by December 31, 1955. The Escapee Program had not up until this time undertaken to pay any expenses of the voluntary agencies or reception expenses for escapees in the U.S., since it was felt that operations in the U.S. were more properly the province of local public or private welfare and relief agencies. Faced by this situation, however, the Escapee Program in June decided it must augment the agency staffs in the U.S. to provide them with additional workers who could concentrate on securing assurances for eligible escapees. Contracts were signed with 7 agencies under which 22 persons were added to the staffs of these agencies to work full time on escapee assurances. Under these contracts the agencies are committed to secure 3250 assurances for escapees. Escapee Program officials are confident that within the next six months, the rate of resettlement to the U.S. will be considerably increased and that if the contracts are extended, assurances ultimately will be found for all eligible escapees who are registered under the RRA with U.S. consuls in the major areas of program operation.

To date, neither Turkey, Hong Kong nor Sweden have agreed to issue the re-entry permits required by the Refugee Relief Act for persons who obtain visas under that Act by fraud or misrepresentation. Escapee Program activities in these areas are seriously handicapped and exploitation of USEP suffers accordingly. Consequently, intensified efforts by the State Department to secure the agreement of these governments to issue re-entry permits would be of benefit to USEP.

Although there exists a truly cooperative spirit between the RRA and USEP staff, yet any priority for processing under RRA which escapees receive is due only to this spirit of cooperation and is subject to the varying attitudes of individual consular officials. While it is recognized that the RRA itself does not provide escapees a priority under that Act, USEP believes that U.S. interests in psychological warfare foreign relations and economy would be served if the Department of State were to instruct all consulates to accord an operational priority to the processing of escapee cases presented by USEP.

4. Discontinuance of Registration of Previous Arrivals in Certain Categories

The Target Date Plan set July 1, 1954, as the cut-off date for registration with USEP of those satellite escapees who arrived in the West between January 1, 1948, and March 31, 1953.

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As the pre-1945 Russian escapees, the Greek Ethnic, and the Yugoslavs were made eligible only this year, no cut-off date for the registration of these categories was assigned in the Target Date Plan. Registration of these classes will be completed in calendar 1954. After January 1, 1955, USEP will accept registration of current escapees only, except, of course, for special interest cases.

This discontinuance of registration of the older category satellite escapees, coupled with the steady reduction of the caseload through the special Program activities outlined previously, will enable the Program to provide increasingly specialized treatment for newly arrived escapees.

USEP has decided, however, to pay the transportation costs of escapees who arrived prior to March 31, 1953, and who receive visas after July 1, 1954. This is in accord with the basic Program objective of aiding escapees to resettle outside of the areas of first asylum and will not hamper Program efforts to increase its aid to new arrivals.

5. Relationships with Other Organizations

A. Intergovernmental Committee for European Migration

Relationships between USEP and ICEM are in regard to the transportation of escapees to overseas countries of resettlement, to the resettlement of escapees through ICEM-sponsored mass schemes, and to the financing of special institutional re-establishment projects for unresettleable escapees resident in Trieste.

USEP signed a transportation contract with ICEM on June 16, 1952. Under the terms of this contract, in the amount of \$1,600,000, ICEM transports escapees from Europe to any country of resettlement overseas at a flat rate of \$125 per person. This does not pay the entire cost and ICEM continues to contribute part of the transportation costs of escapees. ICEM also transports escapees within Europe and carries a few special cases at full cost. As of June 30, 1954, 11,766 escapees had been transported by ICEM under this contract.

A new contract in the amount of \$2,000,000 effective May 1, 1954 was concluded to cover escapees transportation costs in all parts of the world. The terms are unchanged, except that the new contract earmarks \$500,000 for the transportation of selected escapees from Hong Kong at a higher per capita cost.

Although ICEM agrees in these contracts to take all appropriate action with a view to establishing a priority for the resettlement of escapees, it is difficult for ICEM to achieve a priority for one group of refugees over other groups which have equal claim on it under its mandate and many of whom enjoy higher priority with receiving governments. Nevertheless, ICEM, as the sponsoring agency for mass movement schemes to Australia and other resettlement countries, has been instrumental in securing the resettlement of some 1200 escapees, the majority of whom were

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resettled in Australia from Trieste. Following the OCB report, USEP intensified its liaison with ICEM officials and the Migration Committee has assured USEP that it will do everything possible consistent with its mandate to increase the resettlement of escapees. In an attempt to increase the interest of ICEM member governments, the Australian Ambassador to Germany has been invited to visit the Escapee Program installations in Austria.

b. Administration of the Refugee Relief Act

Although several thousand visas have been issued under the Refugee Relief Act to orphans and preference cases, as of August 1, 1954 only two RRA visas had been issued to escapees. In its budget estimates for FY 1955, USEP estimated that by July 1, 1954, 1,420 escapees would have received visas under the RRA. The Escapee Program now believes that full scale resettlement of escapees under RRA which USEP had previously forecast for the fall and winter of 1954, will not be reached until some time in 1955 and that consequently instead of the 13,200 escapees originally planned to be visaed under RRA by December 31, 1955, considerably fewer will be so visaed by that date.

As explained in Section II A 3, the RRA has had an adverse effect on the rate of resettlement of escapees to areas other than the U.S. Also, the fact that few escapees have yet been able to enter the U.S. under the act is damaging to the U.S. effort to utilize the results of the Escapee Program in psychological warfare activity.

Cooperation between RRA and USEP has been excellent. In every area close and continuing liaison between USEP representatives and the Consular, Department of Labor, Department of Health, and INS representatives has been maintained. In October 1953, the Escapee Program requested voluntary agencies to ensure that all escapees interested in immigration under RRA were registered with the American Consulates. (See letter dated October 15, 1953 Appendix H). As the RRA staff arrived in the field and procedures were developed, the Escapee Program in each area placed its records of a security, health, labor or other nature at the disposal of RRA staff. Access to these records should lessen the Consulate's processing work and it is expected that visa issuance will be prompt. In order to speed the issue of visas, RRA officials have agreed to commence processing USEP cases as soon as a voluntary agency notifies them that an assurance has been filed with the Department of State, without waiting for the assurance to be verified and sent to the field. In certain cases RRA has even been willing to commence the processing upon the agency's statement that an assurance would be forthcoming.

USEP has contracted with NCWC to provide special advice on the Refugee Relief Act to all voluntary agencies. The NCWC has secured as an advisor, a retired consul General with long experience in consular work and in the Visa Office of the Department of State. This advisor reports that during August between five and ten USEP/RRA visas will be issued in Italy, and a few each in Austria, Germany and Greece. It is expected that visa issuance in September will show a considerable increase and that the rate will climb for the balance of the year.

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Migration to the U.S. will depend entirely upon the number of assurances obtained. USEP has stressed to the agencies the necessity for sending dossiers to their U.S. offices, and agencies already have sent many times more dossiers to the U.S. than the number of assurances they have obtained for USEP cases. It is anticipated that the assurance search projects mentioned earlier will insure that securing an assurance will offer no problem to the escapee.

One problem in connection with the Refugee Relief Act which has not been resolved is in regard to Section 11(d) of the Act which requires a history of the applicant covering a period of at least two years immediately preceding his application for a visa. This requirement makes it extremely difficult for newly arrived escapees to qualify under the Act. Further, under normal conditions, no investigations will be initiated until the escapee has completed his two year residence. (See State Dept. CA-524, July 22, 1954, Appendix I). As two and one-half to three months will be required for the security screening, anyone who escapes after October 15, 1954, probably will be unable to immigrate to the U.S. under the Refugee Relief Act unless some solution to this problem can be found. (See memorandum of conversation, June 30, 1954 - Mr. Rothlein and OFC - Appendix J).

Certain escapees will qualify for the waiver of the two-year history provision which is possible upon agreement by the Secretaries of State and Defense that it is in the national interest to do so. USEP is working closely with the administrators of the RRA to secure waivers of the two-year history requirement for escapees who fall within this category.

c. Other International and Intergovernmental Organizations

Concrete arrangements for greater cooperation and coordinated action by USEP and the United Nations High Commissioner for Refugees have been agreed recently to effect an increased reduction of the 1953 caseload. These arrangements call for the pooling of available resources by the UNHCR, ICEM, and USEP to make available a maximum number of firm re-establishment opportunities for difficult-to-resettle and institutional cases.

In May 1954 a series of discussions with the UNHCR and ICEM were initiated to assist in finding solutions to the problem of the unresettleable group. The three organizations agreed that:

1) A ceiling of \$1,000 per capita for principal beneficiaries (as opposed to accompanying family members) in special re-establishment cases should be maintained with the average aggregate contribution established as \$750 per capita. Exceptions to this ceiling would be limited to those cases involving the establishment of a new institution which would be made available to refugees in perpetuity. In such cases the ceiling might be expanded to \$1,500 per capita.

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2) USEP would provide two-thirds of the costs for special re-establishment per principal beneficiary, with ICEM paying the other one-third for cases originating in Trieste and the UNHCR paying one-third for those cases originating in other asylum countries. It was also agreed that ICEM or UNHCR would provide a flat rate payment of \$150 for each accompanying dependent.

3) Projects for special re-establishment should be submitted by voluntary agencies simultaneously to UNHCR (or ICEM) and USEP on a special re-establishment project form. UNHCR or ICEM and USEP representatives will discuss each project with a committee of all interested voluntary agencies and take the recommendations of this committee into consideration.

One of the principal benefits of this coordinated arrangement will be the assistance which the Migration Committee and the UNHCR can render in obtaining the cooperation of the governments of re-establishment countries in guaranteeing projects for enterprises within their borders.

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d. Voluntary Agencies

The necessity for an early reduction of the 1953 caseload has been made clear to the voluntary agencies. Projects to assist the difficult-to-resettle caseload were called for on January 7, 1954. Preliminary plans for the submission of projects of this nature were agreed upon on January 13, 1954. The Escapee Program staff meet regularly with voluntary agency representatives in order that the agencies may be informed fully of USEP's developing plans. The concept which evolved early in the history of USEP that there would be close consultation with the voluntary agencies has been continued.

In general, the agencies have accepted with good grace the Target Date Plan, although some have indicated a fear that USEP may plan to "dump" unre-established escapees from their caseloads when the target dates have been reached. These agencies have been assured that USEP will not condone "dumping". It has been necessary to adopt a fairly firm attitude with respect to the agencies' tendency to submit projects for ever-increasing amounts of money under the special re-establishment programs. In conjunction with ICEM and UNHCR, USEP has maintained consistently that funds for this activity are limited and that to ensure the maximum re-establishment, project costs must be kept to a minimum.

In order to ensure that the voluntary agencies take every possible measure to increase the re-establishment of escapees, USEP is placing great emphasis on its program of continuous evaluation of agency activities by means of project evaluations.

6. Outlook of Resettlement and Integration Programs

Despite the efforts undertaken to increase overseas resettlement, e.g. financial support of agencies in resettlement countries, individual analysis of caseloads, improvement in vocational and language training programs and intensive liaison with resettlement staffs including all United States consuls, the Program anticipates an overall reduction in its resettlement during the last half of calendar 1954. This is attributable to two major causes: the cessation of movements under Section 3(c) of the Displaced Persons Act since the expiration of this provision on June 30, 1954; and the negative effect on all resettlement schemes created by the fact that few escapees have yet received visas under the Refugee Relief Act. This reduction will be greatest in the months of June, July, August and September and will be off-set progressively as visa issuance under the RRA increases. Other factors such as a temporary two-month interruption in the issuance of visas to Brazil will also cut down on resettlement opportunities.

The outlook for special re-establishment of the difficult cases appears better. At this point, having established close coordination with the UNHCR and ICEM, and with the complete cooperation of voluntary agencies assured, the Program is convinced that adequate solutions for the re-establishment of almost all special cases from the September 1953 caseload will have been found by December 31, 1955.

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Because the caseload analysis of all target date categories has not been completed as yet, it is impossible to provide exact figures for the various re-establishment categories. Based on the experience gained through analysis of the 1948/49 group, however, it is estimated that the 8,567 escapees remaining on June 30, 1954 from the September 1953 caseload may be categorized as follows:

Normal Resettlement	5,232
Institutional Re-establishment	298
Non-institutional Re-establishment	3,037

Of the persons categorized as non-institutional, it is estimated that not more than 1,500 will require special Program assistance to become firmly and finally established. The remaining 1,500 may be expected to be eliminated from the caseload by December 31, 1955, by reason of death, disappearance, or in most cases, by their assimilation into the local economy through the efforts of the voluntary agencies and themselves without other than normal USEP assistance. This latter activity will account for a very substantial number of reductions in Germany.

There has been an extraordinary rate of reduction since September 1953, indicating that efforts are now coming to fruition. The program is confident that all the special activities recently inaugurated, combined with a continuous analysis of its caseload and an early increase in the RRA resettlement rate will permit a great reduction in the old caseload by December 31, 1955.

The outlook for resettlement and reduction of the September 30, 1953 caseload would be much enhanced if the Escapee Program receives the funds required for Fiscal Year 1955 as soon as possible. The delays which occurred last year, resulting from the late date of the passage of the Mutual Security Appropriation Act, and the length of time required to obtain clearance of the necessary Presidential Determination orders, meant that FY 1954 money did not become fully available to the Escapee Program until December 1953, when half of the fiscal year already had elapsed. There were further delays in programming during the preparation of the Escapee Program report to the OCB in December, 1953 and pending receipt of the OCB's report, which was issued in February, 1954. The natural uncertainties on certain policy and operational matters arising out of the OCB review prevented firm commitments on some new portions of the program. To that extent, Program progress has been retarded.

Now that policy guidance is more firmly established, it should be possible to begin negotiations and to renew contracts with the voluntary agencies for services for another year. These contracts must be effective on January 1, 1955 since the contracts financed from FY 1954 funds expire on December 31, 1954. The lead time necessary to work out the details of the new contracts and to negotiate them makes it imperative that the new money required be firmly allotted to the Escapee Program at an early date. This will permit the voluntary agencies and the Escapee Program to make firm staff and organizational plans around an agreed program of operations and will eliminate the losses in time

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caused by uncertainty, breaks in operations, and delays in beginning new projects. This in turn will improve the Program's progress in meeting the goals set for it. It is therefore urged that the interested agencies expedite as much as possible the clearance of the necessary Presidential Determinations when these are presented for review. (See Appendix V - Table on Status of Funds).

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B. Progress Toward Development of Special Support Values for Phase "B" Program.

1. Cooperation Between USEP and Other U.S. Government Agencies

The OCB report recommended that FOA/USEP should develop special support values for the Phase "B" Programs in response to guidance provided by the agencies charged with Phase B Programs. The report recommended to the Department of State, Department of Defense, CIA, and USIA the following courses of action:

- a. That more refined guidance should be given FOA/USEP at the field level setting forth criteria for evaluation material and escapees for possible use in the areas of propaganda and intelligence.
- b. That estimates of requirements for escapees as candidates for operational programs and of needs for special support be made known to FOA/USEP upon a continuing basis at field level, with due regard for security aspects.
- c. That at both headquarters and field level the several agencies assist FOA/USEP to develop a program of maximum use to U.S. objectives through timely advice and guidance, with FOA/USEP in turn responsible to keep the several agencies informed in detail concerning its plans and programs.

FOA/USEP has initiated or participated in activities undertaken in support of these OCB recommendations.

a. Generally: On the initiative of USEP, early in 1954 there was established in the field a Psychological Warfare Working Group in Frankfurt to consider operating and coordinating problems in psychological matters. The Working Group, which was established under the sponsorship of the Support Plans Branch of the Assistant Chief of Staff, J-3, U.S. EUCOM, is regularly attended by representatives of USIA, VOA, RFE, USEP, State Department, USAREUR, USAFE, and CIA. This group has been successful to the extent that USEP recommends similar working groups in other areas of Program operations. (See letter- Jan. 29, 1954 - OFC to Gen. Liebel - Appendix K.)

It should be pointed out that the closer relationships and greater initiative called for in OCB's report has varied considerably in different areas and among the several organizations. In all areas, close and continuing liaison has been established, usually, however, upon USEP initiative. This is not to imply lack of interest or of cooperative attitude toward the Escapee Program by any of the agencies concerned. Rather, these organizations, responsible as they are for a wide range of operations and functions, usually with a limited staff, regard USEP as just one of their many activities, and feel unable to give it any particular priority, or, with some notable exceptions, to take

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much initiative concerning it. USIA, in particular, has seemed to suffer from shortage of staff.

b. State Department: At the field level, close liaison is maintained between USEP and State Department Missions, particularly with the Political Sections and the Peripheral Reporting Units. The fact that the U.S. Government, through USEP, underwrites part of the expense of caring for escapees and promotes their resettlement, provides support for the State Department in dealing with the officials of the Governments of first asylum countries in refugee matters of interest to the United States. Generally, such assistance strengthens the negotiating position of the State Department in assuring liberal asylum policies and securing better treatment for escapees. This support value is evident in Austria, for example, in the Embassy's negotiations to secure the promulgation of the Geneva Convention on the Status of Refugees.

FOA/USEP relies on the State Department for advice and policy guidance at both the field and headquarters level. For example, after consultation with American Embassy, Vienna, it was decided, on the basis of local conditions, to restrict USEP assistance for Yugoslav escapees to resettlement support though Yugoslav escapees receive full USEP benefits in other areas.

USEP has provided direct support for the State Department in the administration of the Refugee Relief Act in at least three respects:

- 1) On the field level, USEP has undertaken the preparation of security dossiers on all registered escapees. These dossiers are available to RRA field personnel and offer certain advantages in terms of time required for investigation of visa applicants and the thoroughness of the investigation. In addition, USEP provides RRA with medical and employment information records and certificates.
- 2) USEP has contracts with representative voluntary agencies under which these agencies have hired personnel to contact religious and nationality groups in the United States for the purpose of encouraging U.S. citizens to provide assurances for qualified visa applicants under the RRA.
- 3) The arrangement recently announced under which the CIO will cooperate with the International Rescue Committee in providing job assurances and sponsors was discussed by the Director of FOA with Trade Union leaders in the FOA Labor Advisory Committee. Governor Stassen complimented the CIO for its interest, expressed the hope that some order of priority under the arrangement could be accorded escapees in view of the interest of the FOA in promoting the resettlement of this category of refugees, and solicited the support of other labor organizations in working out similar arrangements with the voluntary agencies.

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In addition to the foregoing USEP provides peripheral reporting officers with information about escapee and emigre activities.

c. Department of Defense: Close liaison and full cooperation exists between USEP and the U.S. Forces in Europe. Particular attention by USEP is paid to servicing newly-arrived escapees at reception and interrogation centers in territories occupied by U.S. troops. In these areas, the physical improvements in the facilities and the clothing and other amenities provided by USEP have created a favorable psychological impact and a climate conducive to successful interrogation. In Austria, for example, USEP funds amounting to \$56,000 have been utilized for the procurement of clothes, amenity supplies, renovation of recreation facilities, and the provision of supplementary food, laundry facilities, books, radios, etc. (See letter, Jan. 17, 1954, Col. Pape to Mr. Knox - Appendix L - and list of expenditures, Appendix M)

In Germany, USEP has intensified its support activities in MIS reception and debriefing centers. On the request of USAREUR, USEP support assistance is being made available at all operational echelons in Germany. USEP field units report constant progress toward closer relationship with military elements on diverse reception and interrogation problems. These relationships have resulted in a standardization of assistance rendered. Previously, services had been provided reception and interrogation centers on an individual basis, with some centers taking more efficient advantage than others of services available through USEP, depending apparently upon the wishes of the commanding officer and his particular knowledge of the mission of USEP.

In Berlin, USEP has recently authorized an expenditure of DM 90,000 for the rehabilitation of buildings adjacent to the MIS installation which will serve as an Escapee Reception Center. USEP has taken the initiative in securing the agreement of other U.S. agencies and local authorities to the establishment and operation by USEP of a single Escapee Center in the vicinity of Nuremburg. After intelligence processing, as escapees are released by the intelligence agencies they will be housed in this one center. MIS officers were enthusiastic in their support for an Escapee Center on the basis that an escapee will be more cooperative in his interrogation if he can be assured of the continued adequate living conditions and more effective resettlement services which such a single center offers.

In Trieste the Allied Military Government has full responsibility for escapee reception centers. USEP, however, provides clothing, amenity supplies and medical assistance. Joint plans are now being completed under which USEP will provide additional services such as laundry facilities and improvements in the buildings.

USEP benefits directly and measurably from its participation in the MIS reception centers. First, the interrogation reports provide a basis for the screening of escapees to determine their eligibility for program benefits.

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The reports also provide the basic information which is necessary for the development at an early stage of resettlement plans for escapees. The centers to which all escapees are referred, assure that USEP becomes aware of, and registers, newly-arrived escapees at an earlier date. Finally, the centers provide a convenient point of contact for overt news media to interview new escapees. (See report, July 15, 1954, EPD/Austria to OFC - Reception and Debriefing of Escapees - Appendix N.)

USEP knowledge of escapee numbers and skills assures that the manpower potential represented by the escapee population can be utilized by the military as and when required. For example, USEP has nominated escapees as candidates for recruitment under the Alien Enlistment Program (Lodge Act). USEP has also encouraged military authorities to include escapees in the labor service units and has actively advocated the formation of labor service units for escapees of Russian nationality. As of June 30, 1954, 853 persons had been enlisted under the Lodge Act, the majority of whom are escapees. From September 30, 1953 to June 30, 1954, 350 escapees from the USEP caseload in Germany were recruited into the Labor Service Units.

USEP has expressed its willingness, within the limitations imposed by its program objectives and by its budget, to assume the burden of providing special short term assistance to the dependents of escapees who may be recruited into the Labor Service Units under a proposed expansion now being studied by the Department of Defense.

Negotiations are under way with USAFE to identify and make available escapees qualified for an Air Force research project to be undertaken in Europe and for utilization in Air Force intelligence operations. On the request of the Combat Development Branch, G-3, USEP has recently made available to Headquarters USAREUR extensive information relative to all registered Polish escapees, including details such as occupation, religion, age, sex, marital status, and education level.

Such cooperation is mutually beneficial since enlistment of escapees into the U.S. Army and labor service units, or employment in research projects is regarded as effective resettlement of the escapees concerned.

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that notice of this agreement and the reasons therefore will be transmitted to CIA, Washington. It is assumed that CIA will include in its report such further details as may be appropriate.

e) USIA and Other Information Media: USEP has continued to place special emphasis on providing to USIA and Radio Free Europe information for exploitation in target areas. A close personal relationship has developed at the field level between USEP and information officers which has facilitated the referral of information and exchange of ideas. USIA recently has assigned to the USEP field office on a full time basis qualified information specialists to assure the maximum coordination of program activities and accomplishments with all information media.

Cooperation between USEP and RFE is excellent, particularly in the Munich Area. Although Radio Liberation is not interested in resettlement activities, since its policy as explained to USEP is to highlight resistance activities in Europe, and since it does not broadcast welfare activities in favor of escapees lest this imply poor living conditions, yet it does utilize escapees as announcers and translators and has expressed its willingness to utilize program accomplishments when these do not imply that Russian escapees are dependent on public welfare assistance.

Referral of information on USEP activities, escapee arrivals, departures for resettlement, etc., is made on a routine basis and reportedly provides the basis for an average of 25 VOA broadcasts each month on topics such as an escapee's reaction to the West, various types of USEP assistance projects, the activities of the voluntary agencies, and the life of an escapee in the countries of first asylum. Interesting escapes or escapees offering unusual potentials are specifically brought to the attention of USIA and RFE. (See letter from RFE, Appendix O and letter from VOA, Appendix P). Travel for escapees used by VOA or RFE and arrangements for accommodations in Munich are made at USEP expense. For example, USEP arranged for a titled Lithuanian woman in Paris and a defected Polish sailor in Kiel to travel to Munich for a VOA broadcast. Personalities visiting Europe who offer possibilities for useful iron curtain broadcasts (as, for example, Joseph Triner of Chicago, President of the American Czechoslovak National Council) have been guided by USEP to VOA. USEP has arranged for its program officers and voluntary agency employees who speak the language of the target audiences to call at Munich for broadcasts.

Lists of USEP-sponsored installations in various countries have been supplied and arrangements are made by USEP to provide for information media to use these centers in stories. One example is the radio team which Radio Free Europe sent to Ingolstadt, Germany, where USEP pays for vocational training for escapees at a German trade school. (See letter - Feb. 19, 1954 - OFC to Country Unit Chiefs - Appendix Q, and letter, June 15, 1954 - RFE to OFC, Appendix R).

Information specialists have emphasized the need for leads to escapees

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who have been resettled by USEP and who are successfully integrated in their new countries. USEP has taken the following steps to meet this need:

1. Departure kits, containing an addressed envelope and stationery are given to all escapees departing for resettlement. They are requested to write to USEP field headquarters of their experiences and progress toward integration in their countries of resettlement. A substantial number of "thank you" letters have been received from escapees all of which are promptly referred by USEP to VOA/Munich, USIA/Washington, and RFE for further development.
2. The USEP-financed National Catholic Welfare Representative in South America has indicated that he can produce examples of successful migrants in any quantity required. USEP advised USIA of his capacity and willingness to cooperate in getting tape-recorded interviews.
3. In June, USEP undertook projects with five of the voluntary agencies under which each will submit upon request up to 100 background sketches, including detailed information as specified by USIA, on successfully resettled escapees. These sketches will be made available to USIA and RFE for selection and further processing.

As the occasion demands, USEP undertakes to develop special exploitation projects. On March 22, 1954, USEP arranged a special "Freedom Flight" carrying 64 escapees directly from Munich to Washington, D.C. in observance of the second anniversary of USEP. USEP, after clearance with the OCB, undertook the necessary staff work to obtain a waiver under Section 11(d) of the Refugee Relief Act in the Kapus case, thus clearing the way for their immigration to the United States as the first escapees to receive visas under the Refugee Relief Act. USEP arranged a series of events for the Kapuses in New York and Washington, an interview with the President; the Administrator of the RRA arranged an introduction from the floor of the Senate; these activities provided a basis for the exploitation of USEP and the Refugee Relief Act.

On day-to-day publicity, there is strong interest by USIA officers in the Escapee Program, and they have produced good material on specific assignments. However, USIA posts report that lack of staff, a heavy workload, and lack of specific instructions from USIA/Washington prevent them from doing a better job on USEP. The recent assignment of full-time information officers to assist USEP should go a long way to improve this situation.

USEP is now servicing a request by the Crusade for Freedom to identify within prescribed criteria escapees who have been resettled in the United States. These escapees will appear publicly this fall in support of the RFE fund drive which is to be sponsored by the Crusade.

2. Advice to Other Agencies Concerning Plans and Programs

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FOA/USEP, in recognition of its service function, has endeavored to maintain a close consultative relationship with all appropriate agencies in matters of new policy, extension of program coverage to new groups, in the implementation of approved policy decisions, and, on the field level, in the day-to-day operations of the program. Information on program developments, problems, and achievements is made available on a personal basis and by the provision of copies of pertinent memoranda, letters, etc. Formal channels for the exchange of information and development of policy are provided, to the regional level, by the Psychological Warfare Working Group (see Paragraph #B la above) and at the Washington level, by the Escapee Program Interdepartmental Liason Group. Guidance from other agencies as to their requirements could be improved if their field staff were better informed of the importance attached to utilization of USEP's potential.

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C. Progress Toward Other Objectives

Since December, 1953, the Escapee Program has expanded its eligibility criteria to include Yugoslav escapees and certain Greek Ethnic categories. In recognition of the importance of USSR escapees to the basic U.S. objectives set forth in NSC 86/1, the Program has granted increasingly broad exceptions to the 1945 dateline for USSR escapees. Resettlement assistance is available to pre-1945 USSR escapees who have not been permanently resettled. Based on individual determinations by a qualified Program officer of need and the psychological importance of the individual, the Program now extends care and maintenance benefits to selected persons in this category. These three new categories have added some 10,000 persons to USEP's rolls.

1. Yugoslavs

From December 13, 1953, to June 30, 1954, USEP registered a total of 5,294 Yugoslavs who escaped to the West after January 1, 1948. In this same period, the Program succeeded in reducing this registration, principally through overseas resettlement, by 1,436, leaving a total registered caseload on June 30 of 3,858. However, it is estimated that more than 6,500 Yugoslavs remain to be registered. December 31, 1954, has been established as the deadline for completion of the registration of Yugoslavs who escaped prior to March 31, 1953.

Today, USEP, on the basis of established need, extends full assistance to Yugoslavs in all asylum areas except Austria. Due to the political situation there resulting from the substantial influx of Yugoslavs, USEP has refrained from extending care and maintenance benefits to Yugoslavs on the advice of the U.S. Embassy.

2. Greek Ethnics

Although assistance is extended only to individual Greek Ethnics on the basis of need and psychological importance, by the end of June, 2,347 Greek Ethnics had been registered; the security screening of 1,030 of these has been completed. 77 Ethnics have been resettled overseas and 63 others have been removed from the caseload by other means, leaving an active Ethnic caseload on June 30, 1954, of 2,207. Reliable estimates by the voluntary agencies place the unregistered backlog at approximately 3,500.

The voluntary agencies have begun the resettlement processing of 350 of the Ethnics cleared thus far. The voluntary agencies estimate that 50% of the registered Ethnics are qualified for and willing to accept overseas resettlement. The Program has requested the agencies, the UNHCR, and the Greek Government to submit proposals for the local reestablishment of the remaining unresettleable element. The Program has indicated its willingness to participate in such schemes if convinced of their workability.

Selected Ethnics, on the basis of need, receive supplemental food, clothing, and medical care.

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3. Pre-1945 USSR

By the end of June, 1954, the Program had registered 4,500 USSR nationals who arrived before 1945 and had resettled 25% of these, practically all to the United States under Section 3(c) of the Displaced Persons Act of 1948. The current caseload is 3,342. The unregistered backlog of persons in need of Program assistance is between 2,500 and 4,500, largely in Austria and Germany.

Although the Program has had considerable success in resettling this category under Section 3(c) of the Displaced Persons Act which expired June 30, 1954, some difficulty is anticipated in finding other resettlement opportunities for this group. Due to the serious plight of many of the group, the per capita cost for their special reestablishment will be higher than for the post-1948 cases.

* * *

Despite USEP effort to concentrate on the reduction of the accumulated backlog of the September 30, 1953, caseload of regular program eligibles, considerable USEP and voluntary agency time and money has necessarily been spent in registering and caring for these other categories. It would be helpful if the OCB, whose constituent members have been instrumental in causing USEP to include these other categories in its caseload, would indicate the relative priority which USEP should accord each group.

4. Activities in Areas Other than Europe

a. Middle East

A survey of the problem of European refugees in the Middle East was carried out in the summer and fall of 1953, and based on these findings and subsequent discussions with the Department of State and CIA, modest projects were initiated in June 1954 for assistance to certain escapees in Iran and other Middle East countries. Contracts have been concluded with the World Council of Churches and the Tolstoy Foundation to provide welfare and resettlement services for selected refugees in Iran, primarily Russians who fled in the 1930's. Resettlement services only are provided for smaller groups in Iraq, Jordan, Syria and Lebanon, primarily Circassians (USSR) who fled westward from the Caucasus with the retreating German armies and who are not satisfactorily resettled. The registered caseload in Iran as of July 15, 1954, was 651 and the total for whom services will be provided in other areas is not expected to exceed 200. There are already indications that USEP activities in Iran will be useful in supporting CAS activities in that area particularly in making known behind the Iron Curtain the fact that American agencies are prepared to assist escapees. (See also Appendix S)

b. Southeast Asia and the Pacific Area

Pursuant to the broadened legislative authority under the Kersten Amendment included in the Mutual Security Act of 1953, and to specific Congressional guidance on this point, USEP has during the past six months intensified its program activi-

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ties on behalf of Chinese refugees stranded in Hong Kong and has initiated assistance to Russian refugees in the Far East.

Activities in this area were commenced on a limited scale in FY 53 with the financing of the resettlement program of Aid Refugee Chinese Intellectuals, Inc., (ARCI) and a project in behalf of 360 Kazakh refugees from Sinkiang who took asylum in Indian-controlled Kashmir. In FY 54 the program has been expanded, but is still administered on the basis of selected projects on behalf of refugees who offer definable political, psychological or other advantage to the U. S. No registration is made and there is no established caseload. All projects are carried out under confidential arrangements with qualified voluntary agencies and because of the local political situation in Hong Kong, the activities are publicized only as the work of the voluntary agencies without attribution as to the source of funds.

The projects now being carried forward include:

(1) Resettlement out of Hong Kong

Contracts are now in force with ARCI and the Free China Relief Association to assist the outward movement of selected Chinese from Hong Kong. The total resettled as of 6/30/54 was 5,839 persons primarily to Taiwan. In addition, anticipating the successful completion of arrangements for the operation of the RRA in Hong Kong, steps have been taken to assure coordinated support both in the field and in the provision of assurances in the U. S.

(2) Local Integration Projects in Hong Kong

In recognition of the fact that no overseas resettlement opportunities exist for the majority of the Chinese refugees in Hong Kong a series of projects are being carried out there to assist needy persons in becoming self-dependent in the local economy. Projects include housing; handicraft training, standardization, and market development; medical rehabilitation; and agricultural resettlement.

(3) European Refugees from China

In recognition of the U.S. political and psychological interests involved in maintaining the outward movement of White Russian refugees from China, and of the impending exhaustion of the IRO Trust Funds administered by ICEM-UNHCR for this purpose, USEP has entered into an arrangement with ICEM to finance approximately 70% of the resettlement and related costs of up to 1,000 White Russian refugees.

(4) Special Projects

Special projects in the Far East have included a grant of \$150,000 made to the Hong Kong Colonial Government for relief of the 60,000 victims of a fire in

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Kowloon on Christmas night, 1953; a resettlement project in behalf of defectors from the crews of the Polish ships Praca and Gottwald which were seized by the Chinese Government and held in Taiwan; and temporary loan of two senior USEP officers to Saigon to assist in the evacuation of refugees from the Hanoi-Haiphong areas to Southern Vietnam. (See also Appendix I)

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III. RECOMMENDATIONS

Although the cooperation of other government agencies with USEP has been excellent, there remain certain actions which these agencies could undertake which would be of considerable assistance to USEP in reducing its caseload by December 31, 1955. Some of the actions here recommended are already under discussion with the agencies concerned; however, USEP suggests that the OCB indicate its view as to the desirability of each one of them.

A. Although there exists a truly cooperative spirit between RRA and USEP staff, yet any priority for processing under RRA which is accorded escapees is dependent upon this spirit of cooperation and is subject to the varying attitudes of individual consular officials.

Recommendation: That the State Department, as a matter of record, instruct all Consular officials, in the interests of psychological warfare, foreign relations and economy, to give an operational priority for processing under the RRA to cases presented by USEP for immigration to the U. S.

B. To date, neither Turkey, Hong Kong, nor Sweden have agreed to issue the re-entry permits required by the Refugee Relief Act for persons who obtain visas under that act by fraud or misrepresentation.

Recommendation: That the State Department intensify its effort to secure the agreement of these countries to issue such re-entry permits.

C. Under the present interpretation of Section 11(d) of the Refugee Relief Act, in most cases an escapee must reside outside the Iron Curtain for two years before he can be processed for a visa under that Act. Escapees who flee subsequent to November 1954, in all probability, will be unable to qualify for visas. It is USEP's understanding that this interpretation is based upon Congressional intent.

Recommendation: That the Department of State and FOA approach Congress to determine Congressional reaction to a more liberal interpretation in regard to screened escapees presented by USEP for resettlement in the USA under the RRA.

D. USEP staff believe that the Lodge Act and Labor Service Units offer a potential for increased resettlement of escapees.

Recommendation: That the Department of Defense instruct subordinate echelons to accord priority for enlistment under the Lodge Act or in Labor Service Units to qualified escapees presented for recruitment by USEP.

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E. Despite USEP efforts to concentrate on the reduction of the accumulated September 30, 1953, caseload, considerable USEP and voluntary agency time and money have necessarily been devoted to assistance to other categories of escapees.

Recommendation: That the OCB indicate the relative priority to be accorded:

- (1) New Arrivals
- (2) The accumulated Sept. 30, 1953 caseload
- (3) Yugoslavs
- (4) Pre-1945 Soviets
- (5) Greek Ethnic
- (6) The Near and Middle East

F. The refusal of governments of asylum countries to allow aliens to work presents an obstacle to local integration and to USEP efforts to make the escapee self-supporting while he awaits resettlement.

Recommendation: That the State Department instruct U. S. Embassies, in consultation with USEP, to approach the governments of first asylum countries in an attempt to secure their agreement to allow escapees to work.

G. Despite the efforts of USEP and the voluntary agencies, most resettlement countries continue to be reluctant to accept escapees from Iron Curtain countries.

Recommendation: That, after a sufficient number of escapees have entered the U. S. under RRA to serve as an example for other countries, the State Department instruct U. S. Embassies in resettlement countries to approach the government to which they are accredited in regard to accepting larger numbers of eligible escapees.

H. VOA, RFE and USEP are agreed on the importance of exploiting behind the Iron Curtain successful resettlement of persons assisted by the Program. However, U.S.I.A. Missions generally are in the business of disseminating information, not of collecting it for use in other areas.

Recommendation: That all U.S.I.A. Missions in resettlement countries be directed within the limitations of present staff to accord a priority to the development of stories of successful resettlement of escapees and make such stories available to USEP, VOA and RFE.

I. USEP can make known to other agencies the possibilities and potentialities of the Program but beyond that point, the initiative for full realization of the Program must rest with the other agencies. USEP requires more refined

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guidance including criteria for the evaluation of material and escapees for possible use in the areas of propaganda and intelligence.

Recommendation: That the Department of State, Department of Defense, Central Intelligence Agency, and the U. S. Information Agency provide the Escapee Program, both at the Washington and field levels with more definite statements of their requirements for utilization of the Escapee Program.

J. Escapee field units report that counterpart field units with which they deal need more instructions from Washington on what they are supposed to do with regard to the Escapee Program. USEP field offices find themselves handicapped in their working relationships with other U. S. organizations because the other field offices lack directives giving the agency positions on the Escapee Program. As a consequence, Program officers are placed in the position of "selling" Program possibilities instead of servicing requests for assistance.

1. Recommendation: That a new circular instruction be sent to all USIA field offices, outlining the objectives of the Escapee Program and stressing the role of USIA mission offices with regard to the Escapee Program.

2. Recommendation: That the various State Department, military, and intelligence field offices be provided information as to the agency position in regard to USEP to permit an increase in joint planning and cooperation between these offices and USEP units.

K. Escapee Program operations and progress have been hindered by the fact that its funds have been made available so late in the fiscal year.

Recommendation: That Escapee Program funds for FY 1955 be allotted as soon as possible after they are made available by the Congress and that the interested agencies expedite the clearance of the necessary Presidential Determination orders in order to make allotment of funds possible not later than the beginning of the second quarter of the Fiscal Year.

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United States Escapee Program

Table 1

REGULAR PROGRAM ELIGIBLES

Reduction Effected in USEP Caseload of September 30, 1953
as of June 30, 1954

<u>ASYLUM AREA</u>	<u>Caseload as of Sept. 30, 1953</u>	<u>Reduction Effected</u>	<u>Caseload as of June 30, 1954</u>
Austria	3,915	1,628	2,287
Germany	5,176	2,683	2,493
Greece	673	297	376
Italy	1,178	240	938
Trieste	525	295	230
Turkey	300	48	252
W.Europe (OFC)	2,812	821	1,991
TOTALS	14,579 ^{1/}	6,012 ^{2/}	8,567

NATIONALITY

Albanians	576	185	391
Balts	212	191	21
Bulgarians	1,097	407	690
Czechs	4,500	1,822	2,678
Hungarians	3,865	1,460	2,405
Poles	2,258	952	1,306
Rumanians	945	412	533
Russians	1,126	583	543
TOTALS	14,579 ^{1/}	6,012 ^{2/}	8,567

^{1/} This is 837 below the figure of 15,416 which was given as the September 30, 1953, caseload at the time of the initial OCB examination six months ago. The difference is due to the subsequent IBM tabulation of registration cards which permitted minor corrections in figures for which estimates were used in the earlier report.

^{2/} See Table 2 for breakdown

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United States Escapee Program

Table 2

REGULAR PROGRAM ELIGIBLES

Disposition of Escapees Removed from September 30, 1953 caseload
as of June 30, 1954

ASYLUM AREA	Total Reduction Effectuated	Normal Resettlement	Special Resettlement		Integration		Otherwise Disposed
			A*	B *	A*	B *	
Austria	1,628	436	-	-	-	-	1,192
Germany	2,683	536	-	-	-	820	1,327
Greece	297	97	-	-	-	-	200
Italy	240	106	-	-	-	12	122
Trieste	295	205	31	17	-	-	42
Turkey	48	18	-	-	-	-	30
W. Europe (OFC)	821	534	-	-	-	-	287
TOTALS	6,012	1,932 ^{1/}	31	17	-	832	3,200 ^{2/}

NATIONALITY

Albanians	185	69	2	-	-	1	113
Balts	191	4	-	-	-	29	158
Bulgarians	407	154	3	-	-	25	225
Czechs	1,822	591	-	8	-	426	797
Hungarians	1,460	422	19	2	-	96	921
Poles	952	312	-	-	-	149	491
Rumanians	412	125	3	7	-	27	250
Russians	583	255	4	-	-	79	245
TOTALS	6,012	1,932 ^{1/}	31	17	-	832	3,200 ^{2/}

^{1/} See Table 3 for breakdown by country of resettlement.

^{2/} See Table 4 for breakdown by category of disposition.

* A - Institutional

* B - Non-Institutional

NOTE: For definitions of terms used to specify types of resettlement and integration, see Glossary.

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United States Escapee ProgramTable 3REGULAR PROGRAM ELIGIBLESNormal Resettlement EffectedofSeptember 30, 1953 USEP Caseloadas of June 30, 1954

<u>ASYLUM AREA</u>	<u>Total Resettled</u>	<u>U.S.A.</u>	<u>Latin America</u>	<u>Canada</u>	<u>Australia</u>	<u>Others</u>
Austria	436	205	52	159	4	16
Germany	536	295	105	104	11	21
Greece	97	1	17	8	24	47
Italy	106	41	36	4	3	22
Trieste	205	22	98	5	77	3
Turkey	18	2	3	1	4	8
W. Europe (OFC)	534	375	37	28	35	59
TOTALS	1,932	941	348	309	158	176
<u>NATIONALITY</u>						
Albanians	69	13	7	5	29	15
Balts	4	4	-	-	-	-
Bulgarians	154	16	56	15	25	42
Czechs	591	381	59	78	33	40
Hungarians	422	120	105	138	40	19
Poles	312	201	36	37	13	25
Rumanians	125	32	63	7	16	7
Russians	255	174	22	29	2	28
TOTALS	1,932	941	348	309	158	176

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United States Escapee ProgramTable 4REGULAR PROGRAM ELIGIBLES

Breakdown of "Otherwise Disposed" Reductions
from September 30, 1953 Caseload
as of June 30, 1954

ASYLUM AREA	Total Otherwise Disposed	Security	Criminal or Moral	Date of Arrival	Duplicate Registration	Others
Austria	1,192	176	193	144	12	667
Germany	1,327	137	300	514	50	326
Greece	200	37	21	4	13	125
Italy	122	2	5	4	-	111
Trieste	42	1	1	-	-	40
Turkey	30	2	1	1	-	26
W. Europe (OFC)	287	-	3	7	16	261
TOTALS	3,200	355	524	674	91	1,556

NATIONALITY

Albanians	113	13	10	7	7	76
Balts	158	-	2	117	1	38
Bulgarians	225	36	24	37	6	122
Czechs	797	154	210	109	33	291
Hungarians	921	94	154	141	13	519
Poles	491	16	50	154	8	263
Rumanians	250	27	33	35	3	152
Russians	245	15	41	74	20	95
TOTALS	3,200	355	524	674	91	1,556 ^{1/}

^{1/} Includes those who moved and could not be located, died, withdrawn from resettlement processing, refused reasonable resettlement offers, failed to respond to requests to appear for interviews or resettlement processing, or have been found ineligible on nationality grounds.

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United States Escapee Program

Table 5

REGULAR PROGRAM ELIGIBLES

Comparative Breakdowns of September 30, 1953 Caseload

by Date of Escape

(September 30, 1953 caseload versus remainder of that caseload on June 30, 1954)

ASYLUM AREA	Escaped 1948 - 1949*		Escaped 1950 - 1951		Escapes 1952-1953(to Sept)		Total Remaining Caseload 6/30/54
	9/30/53	6/30/54	9/30/53	6/30/54	9/30/53	6/30/54	
Austria	2,118	1,245	993	581	804	461	2,287
Germany	3,127	1,525	1,423	695	626	273	2,493
Greece	214	125	312	165	147	96	376
Italy	842	676	239	194	97	68	938
Trieste	288	115	213	101	24	14	230
Turkey	185	150	84	74	31	28	252
W. Europe	2,330	1,586	320	259	162	146	1,991
TOTALS	9,104	5,422	3,584	2,069	1,891	1,076	8,567
NATIONALITY							
Albanians	249	184	229	148	98	59	391
Balts	139	16	61	4	12	1	21
Bulgarians	578	352	377	247	142	91	690
Czechs	2,641	1,577	1,164	690	695	411	2,678
Hungarians	2,392	1,582	927	534	546	289	2,405
Poles	1,507	852	487	291	264	163	1,306
Rumanians	672	403	190	92	83	38	533
Russians	926	456	149	63	51	24	543
TOTALS	9,104	5,422	3,584	2,069	1,891	1,076	8,567

*Includes Russians who escaped 1945 - 1949.

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United States Escapee ProgramTable 6REGULAR PROGRAM ELIGIBLES

Estimated Breakdown by Re-establishment Categories*
of September 30, 1953 Caseload
Remaining as of June 30, 1954

ASYLUM AREA	Normal Resettlement	Special Resettlement		Integration		9/30/53 Caseload as of 6/30/54
		A.*	B.*	A.*	B.*	
Austria	1,020	100	317	50	800	2,287
Germany	1,500	-	-	-	993	2,493
Greece	315	-	-	21	40	376
Italy	659	60	-	20	199	938
Trieste	157	37	36	-	-	230
Turkey	187	10	30	-	25	252
W. Europe (OFC)	1,394	-	-	-	597	1,991
TOTALS	5,232	207	383	91	2,654 ^{1/}	8,567

^{1/} An estimated 1,100 of these will require special program assistance to become re-established. An additional number will become assimilated into the local economy by their own means, particularly in Germany where legal employment is possible. The remainder are expected to be dropped from the caseload for other reasons (disappearance, death, or ineligibility).

* A. Institutional

* B. Non-institutional

Note: For definitions of terms used to specify types of resettlement and integration, see Glossary.

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United States Escapee Program

Table 7

Caseload Report: September 30, 1953 through June 30, 1954

Category	Caseload as of Sept. 30, 1953	Total New Arrivals	Total Previous Arrivals	Re-Established	Other- Wise Disposed	Caseload As of June 30, 1954
<u>REGULAR PROGRAM ELIG.</u>						
<u>I</u>						
Albanians	576	47	357	97	130	753
Balts	212	--	50	45	187	30
Bulgarians	1,097	80	187	199	259	906
Czechs	4,500	144	1,681	1,124	1,095	4,106
Hungarians	3,865	236	947	661	1,031	3,356
Poles	2,258	46	1,141	871	611	1,963
Rumanians	945	81	274	208	288	804
Post-'45 USSR	1,126	1	1,069	810	332	1,054
<u>TOTAL I</u>	<u>14,579</u>	<u>635</u>	<u>5,706</u>	<u>4,015</u>	<u>3,933</u>	<u>12,972</u>
<u>OTHER PROGRAM ELIG.</u>						
<u>II</u>						
Pre-'45 USSR	1,082	5	2,845	401	189	3,342
Post-'48 Yugos	1	404	4,761	1,330	86	3,750
Pre-'48 3(c) Yugos	--	--	157	10	9	138
Greek Ethnic	--	--	2,347	82	58	2,207
Pre-'48 3(c) Satellites	4,544	3	4,590	2,260	808	6,069*
Others	--	--	--	--	--	--
<u>TOTAL II</u>	<u>5,627</u>	<u>412</u>	<u>14,700</u>	<u>4,083</u>	<u>1,150</u>	<u>15,506</u>
<u>GRAND TOTAL (I & II)</u>	<u>20,206</u>	<u>1,047</u>	<u>20,406</u>	<u>8,098</u>	<u>5,083</u>	<u>28,478</u>

*These cases were eligible for U.S. visas under Sec. 3(c) of the DP Act and remained on the USIP caseload as long as such visas were potentially available in an effort to secure their resettlement. When Sec. 3(c) terminated on June 30, 1954, these 6,069 cases were no longer eligible and were dropped from the caseload as of July 1, 1954.

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United States Escapee Program

Table 8

Caseload Report: September 30, 1953 through June 30, 1954
(Regular Program Eligibles and Other Program Eligibles)

ASYLUM AREA	Caseload 9/30/53	New Arrivals	Previous Arrivals	Re- established	Otherwise Disposed	Combined Caseload on June 30, 1954
Austria	6,336	289	3,560	687	2,167	7,331
Germany	5,176	81	4,339	2,305	1,783	5,508
Greece	673	32	2,568	200	280	2,793
Italy	1,178	22	2,343	445	214	2,884
Rioste	525	585	3,157	1,650	50	2,567
Turkey	300	8	100	18	39	351
Europe (OFC)	6,018	30	4,339	2,793	550	7,044
TOTALS	20,206	1,047	20,406	8,098	5,083	28,178*

This figure includes 6,069 cases who were eligible for U.S. visas under Sec. 3(c) of the DP Act and remained on the USEP caseload as long as such visas were potentially available in an effort to secure their resettlement. When Sec. 3(c) terminated on June 30, 1954, these cases were no longer eligible and were dropped from the caseload as of July 1, 1954.

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United States Escapee Program

Table 9

Breakdown by Countries of Resettlement of All Normal
Resettlement* Effected between September 30, 1953 and
June 30, 1954

ASYLUM AREA	U.S.A.	Latin America	Canada	Australia	Other	Totals
Austria	316	91	253	6	17	683
Germany	1,216	111	147	7	23	1,504
Greece	1	70	26	36	67	200
Italy	112	220	47	18	48	445
Trieste	89	351	99	915	-	1,454
Turkey	2	3	1	4	8	18
W. Europe (OFC)	2,398	78	151	41	125	2,793
TOTALS	4,134	924	724	1,027	288	7,097

CATEGORY

Regular Program						
Eligibles	1,879	429	433	224	203	3,168
Yugoslavs	45	285	189	749	17	1,285
Pre-'45 USSR	165	47	57	4	8	281
Greek Ethnics	-	49	15	10	8	82
Pre-'48						
Satellite 3(c)	2,031	-	-	-	-	2,031
Pre-'48 Others	14	114	30	40	52	250
TOTALS	4,134	924	724	1,027	288	7,097

* Does not include integration.

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United States Escapee Program

Table 10

Resettlement Effected with 3(c) Visas
between
September 30, 1953 and June 30, 1954

ASYLUM AREA	Russians		Satellites		Yugoslavs		Totals
	Pre-'45	Post-'45	Pre-'48	Post-'48	Pre-'48	Post-'48	
Austria	8	34	62	223	-	13	340
Germany	43	59	136	773	8	10	1,029
Greece	-	-	-	-	-	-	-
Italy	1	-	38	14	2	-	55
Trieste	28	4	3	-	-	5	40
Turkey	-	-	1	-	-	-	1
W. Europe (OFC)	94	83	1,779	187	2	5	2,150
TOTALS	174	180	2,019	1,197	12	33	3,615

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OFFICIAL USE ONLY

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OFFICIAL USE ONLY

United States Escapee Program

Table 11

Registration and Reduction in Caseload
of New Category Escapees
as of June 30, 1954

	Total Registered to June 30, 1954	Resettled	Otherwise Disposed	Caseload on Hand as of June 30, 1954	Number yet to be Registered (est)
Yugos.	5,294	1,314	122	3,858	6,545
Greek Ethnic	2,347	77	63	2,207	3,500
Pre-1954 USSR	4,481	943	196	3,342	3,490
TOTAL	12,122	2,334	381	9,407	13,535

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Appendix A

April 27, 1954

FOR MISSION CHIEFS FROM STASSEN

Carusi, Dawson just returned visits certain your areas. Purpose was to explain to FOA, USIA, State and other authorities importance US Government attaches to Escapee Program and work out measures to continue success such program. Speedy resettlement most important element in success. Personally confirm guidance given by Carusi, Dawson to EP personnel to continue high priority efforts to promote prompt orderly resettlement, overseas or locally, greatest number escapees and intensification such efforts maximum practicable extent. Request mission chief take personal interest in seeing mission resources fully utilized to promote attainment foregoing objective.

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CONFIDENTIAL

Approved For Release 2002/08/21 : CIA-RDP80-01065A000200040003-9
April 1954

Geneva

STATEMENT BY MRS. HOUGHTON (U.S.)

The text of a statement to be presented by Mrs. Dorothy D. Houghton, Director of the Office for Refugees, Migration, and Voluntary Assistance, United States Foreign Operations Administration, before the Seventh Session of the Intergovernmental Committee for European Migration.

THE MIGRATION COMMITTEE AND THE UNITED STATES ESCAPEE PROGRAM

I am grateful for this opportunity to invite the Committee's further attention to the references to the United States Escapee Program in the Annual Report of the Director for 1953* and in the Financial Report for the Year 1953**. These references deal with the overseas movements of refugees that are being carried out under an arrangement between the Migration Committee and the United States Escapee Program. As Director of the Office which administers the Escapee Program, I would like to tell the Committee a little more about this cooperative resettlement effort.

This activity is separate from and in addition to that represented by the regular United States contribution toward the Committee's administrative and operational funds. The description of this activity in the reports which I mentioned has been necessarily brief, and I shall direct my remarks toward sketching in hastily a few additional details.

The United States established the Escapee Program a little more than two years ago, in March 1952. At that time, the major international and other refugee aid programs that had been undertaken in the immediate post-war years had terminated. Yet, there remained many thousands of refugees from Eastern European countries who desired either to resettle overseas or to establish themselves in their countries of residence in Europe. Moreover, new refugees were arriving -- and are still arriving -- as escapees from political oppression in the countries of Eastern Europe. Most of these escapees seek asylum in countries which are already overburdened with other refugees or face the need of facilitating emigration for numbers of their own populations -- primarily Germany, Austria, Italy, Trieste, and Greece.

These countries have traditionally granted asylum to refugees who seek haven within their borders, and have earned universal respect and admiration for the manner in which they have continued to deal with this problem. But the challenge to give the escapees from Eastern Europe an

* MC/61, February 27, 1954, paragraph 34.

** MC/FSC/14, Table 7, March 24, 1954, page 52.

opportunity to find work and re-establish their homes and lives does not lie solely with the countries which, as a matter of geography, constitute the area of first asylum and of transit for escapees.

It was to help meet this challenge that the United States established the Escapee Program.

One of the purposes of the Escapee Program has been to supplement the assistance that is provided by the governments in the countries of asylum. To this end, assistance projects are worked out in conjunction with the governments and with private welfare agencies to help meet the immediate needs of the escapees by providing food, clothing and shelter, and by giving them an opportunity to acquire vocational skills and language training when this is required for successful resettlement.

However, these are only interim measures. The primary purpose of the Escapee Program is to help the escapees become reestablished on a self-sufficient basis so that they are no longer dependent on interim relief measures. This can be achieved only through productive and permanent resettlement -- primarily in the less populated areas outside of Europe. Such resettlement is the ultimate objective of the Escapee Program, and the end toward which its main effort is directed.

Against this background, one can clearly see the harmony of purpose which led to the cooperative arrangement between the Migration Committee and the United States Escapee Program. The Committee has emphasized the need for such cooperative efforts to increase the movement of migrants. This was formally reflected in Resolution No. 36 which the member governments adopted in October 1952, requesting the Director to seek "maximum collaboration of interested governments and competent organizations" in order to increase the volume of such movements.

The collaboration between the Committee and the Escapee Program began two years ago when the Program was still in its formative stage. Progress of the Escapee Program has been facilitated by aid, advice, and information received from the Migration Committee. The Committee and the Escapee Program have continued to enjoy a relationship of mutual confidence based on a free exchange of views and experience.

In June 1952, the existing arrangement was worked out whereby the transportation services of the Committee are made available to the Escapee Program. Under this arrangement the Committee is reimbursed at a rate of \$125 per capita to cover a part of the expense incurred in transporting escapees who are being resettled under the Escapee Program. The Committee supplies the balance of the transportation cost.

The reports which I mentioned before indicate that during calendar year 1953, the Committee transported 5,238 escapees who were moved to overseas countries of resettlement under the cooperative arrangement with

the Escapee Program. This does not include the 1,600 escapees who, according to our records in Washington, were transported in 1952.

Referring to the total movements up to December 31, 1953, I take pleasure in noting that the Committee had transported 47,000 refugees who were within the mandate of the United Nations High Commissioner for Refugees, including the more than 6,800 escapees who were moved to overseas countries of resettlement under the cooperative arrangement with the Escapee Program. In return for the movement of these Escapee Program cases, the Committee received a total of over \$850,000.

I should like to make clear that these joint services of the Committee and the Escapee Program on behalf of the 6,800 escapees, are separate from and in addition to movements of refugees reported by the voluntary agencies under the Revolving Fund. As I mentioned earlier, this is aside, also, from the regular United States contribution toward the Committee's budget, and represents an additional effort of the United States toward attainment of the Committee's resettlement goals.

As a measure of our mutual confidence in continuing resettlement progress under this arrangement, a sum of \$230,000 of Escapee Program funds was advanced to the Migration Committee last February to aid in the financing of transportation costs in the coming months.

I note that the Committee's Revised Plan of Operation for 1954* calls for the movement of 6,270 escapees under the Escapee Program arrangement. I fully expect that this target will be reached and surpassed by the end of 1954 (calendar). In the first three months of the year alone, the Escapee Program requested the Migration Committee to furnish resettlement transportation for more than 3,500 escapees, many of whom have already reached their destination.

The Escapee Program has been able to contribute toward the resettlement of these people by assisting the voluntary agencies to provide counselling services and develop dossiers, by presenting the escapee to migration missions, and by helping to arrange for reception of the escapees by counterpart agencies in the countries of resettlement. These services must be provided on an individual case basis and must be carefully tailored in each instance to meet the escapee's personal needs as well as the requirements of the countries of immigration.

In this respect the Escapee Program and its contribution toward the achievement of the Migration Committee's goals depend heavily upon the voluntary agencies and the skill, experience, and devotion of their field staffs both in the countries of asylum and in the countries of resettlement.

Most essential of all the elements that are required for any successful migration or resettlement program, of course, is a

destination. I mention this most obvious component only in order to express gratitude toward the member governments who have opened their doors to these refugees and migrants, and to emphasize the continuing need for resettlement opportunities.

In closing, I would say that this resettlement effort being carried out jointly by the Migration Committee and the Escapee Program is encouraging and significant, because it typifies the cooperation which is so essential to the attainment of the Migration Committee's goals. This cooperation must take place on all levels -- international, national, and private -- especially with regard to the movement and resettlement of refugees and escapees.

The resettlement of the 6,800 Eastern European escapees under the Escapee Program has been one example of this cooperation which I am confident will continue to play its part in accomplishing the task that the Migration Committee has taken upon itself.

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COPY

APPENDIX C

United States of America
FOREIGN OPERATIONS ADMINISTRATION

Sent to:	NCWC	TF	Office for Field Coordination
	WCC	ISS	Escapee Program
	UUARC		c/o American Consulate
	AJDQ		Annex A, HQ Bldg.
	AFCR		Frankfurt/Main
	LWF	Copies to all	January 28, 1954
	IRC	EP Division Chiefs	
	APWR		
	HIAS		

Dear

Reference is made to the discussions at the meeting on January 7, 1954 between the voluntary agencies and USEP concerning projects for assisting the hard core of escapees for whom resettlement opportunities are limited or virtually non-existent. The discussion at this meeting was followed by additional conversations with certain of the voluntary agencies in Geneva on January 13, 1954.

At this latter discussion it was agreed, that upon the receipt of certain guidance from the Escapee Program relative to the amount of money which USEP might be in a position to contribute per escapee, the agencies would undertake to develop on a name basis specific projects with institutions in Europe for provision on a permanent basis of care and maintenance to individual escapees, registered for care and maintenance assistance from the Escapee Program. It was emphasized that such projects could be considered only if they provide a permanent solution to the care and maintenance problem involved and the individuals concerned will no longer constitute a burden upon USEP, or the agency or government concerned. (Other than such burden on agency or government as may be contemplated in the project itself). These projects would be submitted for initial consideration directly to the Escapee Program Divisions in the escapee's present country of residence.

In developing these hard core projects it was agreed that one of the initial steps would be for each agency to conduct a survey of its registered caseload with a view to categorizing those escapees registered for whose problems permanent institutional care represents the only solution. Particular priority should be given to those cases in which

/the provision

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the provision of permanent assistance to one member of a family would enable other family members to be resettled.

After due consideration it has been determined that USEP is now prepared to entertain project proposals under which USEP would contribute between \$500 and \$1000 per escapee requiring permanent institutional care. Certain additional assistance of a more reduced sum might be provided non-institutionalized accompanying family members who can not be resettled.

Sincerely,

Richard R. Brown
Director

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Appendix D

Sent to All EPD Chiefs

Office for Field Coordination
Escapee Program
c/o American Consulate
Annex A. HQ Bldg.
Frankfort/Main, Germany

February 1, 1954

Dear

At the last Division Chiefs Conference you will recall that two related subjects were discussed, first among ourselves and then with the voluntary agencies. These were the questions of projects for assisting institutionalized or hard core escapees, and the conducting of a survey to determine the number of such hard core cases that might exist among our caseloads.

Following the conference a further meeting was held in Geneva with certain of the voluntary agencies on January 13, 1954. At this latter meeting it was agreed that, upon receipt of certain guidance from the Escapee Program relative to the amount of money which USEP might be in a position to contribute per escapee, the agencies would undertake to develop on a name basis specific projects with institutions in Europe for provision on a permanent basis of care and maintenance assistance from the Escapee Program. It was emphasized that such projects could be considered only if they provide a permanent solution to the care and maintenance problem involved and the individuals concerned will no longer constitute a burden upon USEP, the agency or government concerned (other than such burden on agency or government as may be contemplated in the project itself). The agencies were informed that these projects should be submitted for initial consideration directly to the Escapee Program Divisions in the escapee's present country of residence.

After due consideration it has been determined that USEP is now prepared to entertain project proposals under which it would contribute between \$500 and \$1000 per escapee requiring permanent institutional care. Certain additional assistance of a more reduced sum might be provided non-institutionalized accompanying family members who cannot be resettled.

Those projects submitted which, after investigation and consideration, you think merit approval should be forwarded to OFC with appropriate comments and recommendations. It is realized that certain projects will involve the movement of escapees from their present country of residence to institutions located in other countries. Projects of this nature should be forwarded to OFC with your recommendations and comments relative to that part of the projects which have to do with your area. OFC will undertake to complete whatever investigations may be necessary in the countries where the escapees are destined to be institutionalized.

It follows that some sort of survey to determine the number of persons for whom institutionalized care is indicated will be necessary. Accordingly, it is requested that together with the agencies you determine which registered escapees fall into the general category of persons with limited resettlement potential. This general category in turn should be divided into the following two sub-categories:

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- A. Special cases: this category consists of persons who, because of old age, illness or physical disability are not competent to live and compete in the normal economy and therefore require institutional or other special care.
- B. Difficult but placeable cases: this category consists of cases which for various reasons, such as uneconomic family composition, previous medical history, limited work capacity or special trade or profession, are not likely to be resettled by normal mass or individual means but are placeable if special attention is given to their reception and placement.

Sincerely yours,

Richard R. Brown
Director

UNITED STATES OF AMERICA

APPENDIX E

OPERATIONS MISSION TO GERMANY

CONFIDENTIAL

MEMORANDUM - FOA/OFCEP

April 20, 1954

TO: All Escapee Program Divisions

FROM: Director - OFC

SUBJ: Target Date Plan for the Reduction of USEP Caseload.

1. In effecting the over-all reduction by December 31, 1955 of the caseload registered with USEP as of September 30, 1953, the following measures will be undertaken:

a) As of June 30, 1954, new registrations of persons who escaped from Czechoslovakia, Poland, Hungary, Albania, Bulgaria, Rumania, or the Baltic States, prior to March 31, 1953, will be discontinued. In effect, the eligibility dateline for new registrations now established as January 1, 1948, will be advanced to March 31, 1953. (The current programs for registering Yugoslavs, Greek Ethnic, or special categories from the USSR will not be affected at this time, however.) Individual exceptions to the new registration dateline may be made upon the request of other interested U. S. agencies or when in the opinion of the Escapee Program Division Chief it is in the best interest of the Program to do so.

b) A series of target dates have been established for the graduated reduction of the caseload by year of escape, commencing with those who escaped in 1948 and 1949, followed by escapees in 1950 and 1951, etc. Target dates by year of escape are as follows:

1948* & 1949	January 1, 1955
1950 & 1951	July 1, 1955
1952 & first 9 months of 1953	December 31, 1955

*Also includes currently registered USSR escapees for 1945, 1946, 1947 and 1948.

(Division Chiefs may recommend to OFC certain adjustments in these target dates if the caseload per escape year of any particular

agency ...

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agency indicates such adjustment desirable provided that no adjustment shall extend the over-all date for the reduction of the caseload beyond December 31, 1955. Thus, if an agency has an inordinate proportion of its caseload registered for 1949, the target date might be revised for that year.)

c) In meeting the target dates you are requested to adhere to the following procedure:

(1) The agencies should be requested to analyze their caseloads and to submit, at least four months in advance of each target date, concrete plans for the resettlement, local integration, institutionalized care, or other permanent solution for each escapee family involved, with a view to achieving these solutions within the target date.

(2) During the four-months operating period between the planning period and the target date, agencies should make every effort to implement these plans with the understanding that when the target date is reached, continued USEP assistance will be predicated upon submission by the agency in each case of concrete evidence that every effort is being made to reach the planned solution of the escapee's problem and that continued USEP assistance will contribute to this solution. (Although it is not the intention of this plan to "dump" escapees from the caseload for whom no solution is apparent, at the same time OFC believes it imperative to put the necessity of finding solutions for difficult cases to the agencies in the strongest possible terms.) Escapees who by this process may be denied further USEP assistance may, nevertheless, upon receipt of a visa for resettlement, be afforded transportation assistance by the Program.

d) As a means of measuring progress in the reduction, you are requested to identify clearly in your records those cases which were registered as of September 30, 1953, and be prepared at all times to report the status of the reduction and the disposition (resettlement, integration or other) made of those removed from the caseload.

2. This communication is classified CONFIDENTIAL only because of the reference to Yugoslavs and to the comment contained in parenthesis in paragraph 1 c)(2). It will be necessary, of course, to discuss this "target date plan" with the agencies and you may advise them of the over-all objective of reducing by December 31, 1955, the caseload registered as of September 30, 1953.

APPENDIX F

UNITED STATES OF AMERICA
OPERATIONS MISSION TO GERMANY
FOREIGN OPERATIONS ADMINISTRATION

UNCLASSIFIED

MEMORANDUM - FOA/OFCEP

May 7, 1954

TO : Country Division Chiefs

FROM : Director, OFCEP

SUBJECT : Preparation and Submission of Non-Institutional Resettlement
or Non-Institutional Integration Projects

REFERENCE: OFC Memorandum of May 7, 1954, Subject: Adoption of Uniform
Terms and their Definitions

1. This memorandum provides guidelines for the preparation and submission of projects designed to ensure the re-establishment through the integration or resettlement of non-institutional cases.
2. With regard to this aspect of re-establishment, OFC considers it neither necessary nor advisable to establish beforehand, for the benefit of voluntary agencies, a maximum per capita USEP contribution. To notify voluntary agencies of the firm establishment of such maximum contribution in these instances, in the opinion of this office, would be in opposition to the established premise that USEP assistance to escapees be supplemental. Furthermore, in view of the widely varying standards of living obtaining from one country of asylum to another, OFC believes that prior establishment of a maximum contribution equally applicable to all asylum countries would be an impractical and unrealistic approach to the problem.
3. It is preferred that voluntary agencies develop non-institutional project proposals on an individual name basis providing therein fullest information relative to overall project cost and funds available to the project from sources other than USEP. The initiating agency thus will be able to request a specific USEP grant needed to complete the project proposed and also should be better able to detail the uses to which the USEP contribution will be made.
4. OFC recognizes, however, that Escapee Program Divisions should be aware of the approximate maximum amount which USEP would be willing to grant at this time. In the opinion of this office, a ceiling of \$1,000 per capita should be established initially. This ceiling is not to be viewed as inflexible and, in fact, may be revised by this office upon development of adequate cost patterns. However, to effect the largest number of satisfactory re-establishments, the average per capita cost to USEP must approximate \$500.00.
5. At least initially, EP Divisions should discourage agency efforts to develop and submit general, all-inclusive projects such as the establishment of an Escapee Bank, construction of extensive housing projects, or establishment of large industrial enterprises designed to provide working space for

-2-

escapees except those proposals that may be part of a normal FOA investment program development or a mission productivity project. Obviously, such large-scale propositions would involve the Program endlessly in extensive long-term ventures.

6. It should be emphasized to the agencies that USEP prefers to receive proposals for non-institutional re-establishment which, with a one-time USEP grant, will provide for the escapee's complete relocation.

7. In view of the wide range of possibilities for which USEP funds may be requested, OFC will not attempt to list the specific items which may be purchased or methods in which the contribution may be utilized. As a few examples, however, OFC believes it practical, within reason, for the USEP contribution to be used for housing (key money), household furniture and furnishings, tools of trade and shop rental for an initial period.

8. Final approval of projects proposed will rest with OFC at least until definite operational patterns have emerged. Therefore, it is desired that both the initiating agency and the Escapee Program Division concerned include with each project proposal submitted an assurance that the escapees concerned have little or no resettlement possibilities.

9. Certain non-institutional projects proposed will require the movement of escapees from the country of asylum to a second country (i.e. Non-Institutional Resettlement). EP Divisions should forward such projects to OFC together with appropriate recommendations relative to that part of the project pertaining to the initiating division's area. If the country of re-establishment is one in which an EP Division is located, OFC will coordinate actions taken with regard to the proposal by both EP Divisions. If the country of re-establishment is one in which OFC has operational responsibility, OFC will undertake required action in completing investigation and follow-up of the proposal.

10. The cooperation of all EP Divisions is necessary to ensure that worthwhile non-institutional proposals are submitted by voluntary agencies with a minimum of delay. Your attention in this connection is invited to the Target-Date Plan issued by this office by memorandum dated April 20, 1954.

Richard R. Brown
Director

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DEPARTURES TO LATIN AMERICAFROM
FROMNCMC AND WCCTotal
1952Total
1953

Jan. Feb. Mar. Apr. May. Jun. Jul. Aug. Sep. Oct. Nov. Dec.

Jan. Feb. Mar. Apr. May. Jun.

Total
during
Period of
ContractsGrand
Total
up to
June 3, 1954

NCMC

25	10	1	6	1	3	2	5	9	8	10	46	72	173	63	70	37	56	5	68	455	497
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WCC

10	1	3	-	7	8	1	8	11	11	10	15	22	97	41	51	99	11	12	17	324	338
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TOTALS

35	11	4	6	8	11	3	13	20	19	20	61	94	270	104	121	136	67	17	85	779	835
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October 15, 1953

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APPENDIX III

FOREIGN OPERATIONS ADMINISTRATION

SENT TO C. U. CHIEFS

Office of Field Coordination
Escapee Program
c/o American Consulate
Frankfort, Germany

Dear

Certain information has now come to our attention concerning the plans and progress for implementing the Refugee Relief Act. Although these plans are still in the most preliminary stage, I should like to pass along to you what we have learned.

First, and most important, is the fact that applications for immigration to the U.S. under this act are now being accepted by the Consulates. It is our understanding that a special registration form which will provide all of the information needed for the various activities under the Act, i.e. investigation, medical assignment, determination of eligibility, etc., will be issued in the very near future. This form will enable the Consular officials to screen out the obviously ineligible, i.e. those who do not meet the requirements of the law, or those who are for medical or security reasons obviously unqualified, and thus concentrate on those who appear to be eligible. Although this application form is not available to date, instructions have gone out to the Consulates to accept preliminary applications which would be valid under this Act, normal immigrations for even under the 3(c) section of the Displaced Persons Act, in order to establish a system of chronological priority. It is essential, therefore, that you move at once to register with the Consulate all of the escapees in our caseload who have expressed an interest in immigrating to the U.S. I would suggest that you first contact the Consulates in your area and discuss this matter with them to determine the best approach to this problem.

You should discuss the matter also with the voluntary agencies and develop a plan for registering our escapees with the Consulates. The information gained by the agencies and ourselves in the recent

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special resettlement registration should be most helpful in this connection. To this end we have decided that the resettlement registration cards should be retained at the Country Unit level for the time being. Further instructions as to the ultimate distribution of these cards will be forthcoming in the future.

Some information is also available regarding the requirement for a two year history on each case. Reportedly there will be no requirement in the regulations that the escapees will have to have escaped at least two years prior to date of visa issued. At a recent interdepartmental meeting in Washington, Department of Defense, State and CIA all agreed that the security and intelligence agencies would cooperate fully with the Consulates in providing information which they have developed from sources behind the Iron Curtain. It was apparent that the task of building the required two year history will be the responsibility of the screening officers undertaking the investigation of the individual applicant. FOA/W urges that the earliest possible close liaison be established by the Escapee Program security people with the investigative sections of the Consulates in order that we may provide them with all the information available to us. It follows that our screening procedures should be adapted not only to ferret out any undesirable persons but also to build on each escapee a file of reliable personal information supported by statements of other escapees who knew him prior to his escape, by his own statement of his activities of the past two years, of information available from the intelligence sources and confirmatory evidence from official sources, including papers, documents, etc. that the escapee may have in his possession. The adequacy of this two year history will be determined by the visa issuing officer and it is possible that various consular areas may have different requirements than others. Should this be the case, this office should be informed in order that efforts may be made to equalize standards in all areas.

It is not clear as yet as to what type of trade-testing certificates will be required. This decision reportedly will be made by the Department of Labor, but there are indications that the YMCA, ORT or local government certificates may suffice. This matter is being investigated by our office in Washington and we will be advised further when additional information becomes available. However, we have learned that the Department of Labor representatives interested in this question have shown a keen interest in the type of tests which are given both by the voluntary agencies and by the governments of the asylum countries. Accordingly, you are urged to send a despatch to Washington with a copy to this office describing in detail the trade-testing procedures and training program in effect for escapees in your areas.

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There is no definite information available as yet regarding the procedures to be followed in matching applications with assurances. One method being considered involves the screening of applicants for skills by a special Department of Labor team which will be sent abroad. This team would classify registrants by skills and will produce a volume which has been compared to the Sears Roebuck catalogue. This catalogue would be made available in numerous places in the U.S. to prospective sponsors. As an example, a Wisconsin dairy farmer who needs a farmhand would by some means consult this catalogue. In it would be listed persons by name and address; correspondence would then develop between sponsor and applicant leading to the necessary affidavits, assurances, etc. Ultimately after the applicant passed all tests, he would end up at the dairy farm; having been assisted also along the way perhaps by some voluntary agency of his own, or the dairy farmer's choosing.

From the foregoing you will see that there are certain definite questions which we should take up at once. It will also be readily clear to you that much of the planning (insofar as implementation of the Act) has still to be made, and that there is small likelihood of any considerable number of escapees immigrating to the U.S. in the near future. Nevertheless, it is imperative that we do everything possible to see that our people are processed as early as possible in order that we may seek other opportunities for those rejected for entry into the U.S.

In closing let me urge you to work as closely as possible with the consulate representatives in your area. It is through close cooperation with the Consulate that we can be most effective in insuring that the maximum number of escapees benefit from the Refugee Relief Act.

Sincerely,

Edward W. Lawrence
Chief, Program Division

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DEPARTMENT OF STATE INSTRUCTION

APPENDIX I

CONFIDENTIAL

No. CA-524, July 22, 1954

Subject: Clarification of the "Two-Year History" Provision within the Meaning of Section 11(d) of the Refugee Relief Act of 1953.

ORIGIN:SY

To: Bonn, Paris, Rome, Athens, The Hague, Taipei, Tokyo, Seoul, Manila, Stuttgart, Hamburg, Munich, Berlin, Frankfurt, Palermo, Genoa, Naples, Salonika, Rotterdam, Singapore, Hong Kong.

1. Purpose

This instruction clarifies the two-year history requirement established by Section 11(d) of the Refugee Relief Act of 1953.

2. Statutory Provisions

Section 11(d) of the Refugee Relief Act of 1953 provides that:

"No person shall be issued a visa under this Act or be admitted into the United States unless complete information shall be available regarding the history of such person covering a period of at least two years immediately preceding his application for a visa. Provided, that this provision may be waived on the recommendation of the Secretaries of State and Defense when determined by them to be in the national interest."

3. Two-Year History Requirement

The complete two-year history within the meaning of the Act must adequately reflect the applicant's character, reputation, mental and physical health, history and eligibility under the Act, and each of these factors must be susceptible to reasonable verification. Such verification will usually take the form of a full field investigation, including a neighborhood check. Under the circumstances, an applicant for a visa under the Act must have resided for at least a two-year period in a community, or a number of communities, in areas where it is possible to conduct a full field investigation. If in a given case a full two-year period has not elapsed, the case should be set aside and held in a pending status until the time factor has adjusted itself.

As an exceptional procedure and under extraordinary circumstances, a portion of the complete two-year history may be reconstructed by

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No. CA-524

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measures other than those normally used in the conduct of a full field investigation. These measures could take the form of sworn affidavits or testimony of persons in a particularly peculiar position to establish the facts from first-hand knowledge or experience, e.g., U.S. personnel working in American Missions behind the Iron Curtain. In any event, a reconstructed history shall be carefully reviewed by the appropriate IRP Country Chief before the case is submitted to the Consular Officer for final determination of the applicant's eligibility for a visa under the Act.

4. Waiver Provision

The waiver proviso concerning the two-year history requirement of Section 11(d) was enacted to enable the Secretaries of State and Defense to promote certain policy objectives of the United States. It was not intended to restate or necessarily reflect the basic humanitarian principle underlying the legislation; hence, the limitation "in the national interest."

The following guiding principles are, therefore, set out with regard to the waiver clause. These guides are not all-inclusive nor are they mutually exclusive:

(a) An element of compassion or extreme hardship alone is not sufficient to support a waiver.

(b) The advancement of the objective of psychological warfare in the exploitation of certain dramatic escapes from behind the Iron Curtain may be sufficient to support a waiver.

(c) A special interest case of a Department, agency or organ of the United States Government because of certain inherent security or intelligence factors may be sufficient to support a waiver.

(d) A case of extraordinary public relations value to the Refugee Relief Program, especially one that would point up the democratic approach of the United States to the plight of refugees, escapees or expellees from totalitarian tyranny may be sufficient to support a waiver.

In both (b) and (c), a substantiating brief would have to be prepared by the Department, agency or organ of the United States Government concerned, and transmitted to the Department of State for consideration and further processing.

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AMERICAN CONSULATE GENERAL

OFFICE MEMORANDUM

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APPENDIX J

To: Mr. Richard R. Brown, Director, OFC Date: June 30, 1954

From: Edward W. Lawrence, Chief, Program Division, OFC

Subject: Memorandum of Conversation - Mr. Rothlein and Miss Mitchell
of RRA - on June 28

Mr. Brown and I discussed the Refugee Relief Act screening procedures with Mr. Rothlein, European coordinator of RRA investigations, and one of his representatives in Germany, Miss Mitchell. During the course of the conversation, the following points were made:

- a. The requirement under the Act for a two-year background check on applicants was interpreted by Mr. Rothlein to mean that applicants must have lived in the West for at least two years. Mr. Brown stated that it was his understanding that affidavits from persons who had known the applicants behind the Iron Curtain might be substituted for a part of the two-year residence. Mr. Rothlein stated that he had not heard of such a proposal but felt that it was interesting since it indicated that some effort was being expended to do away with the full two-year residence. I pointed out that nothing in the law stated that the two-year background check must be based upon two years' residence in the West. Mr. Rothlein acknowledged this but said that conversations which he had held with Mr. Besterman and Mr. Arens of the House and Senate Committees, respectively, had resulted in this interpretation. Mr. Rothlein added that as it now appeared that the investigations would require about three months to complete in each case, and as these investigations could not be initiated until the applicant had resided for two years in the West, persons escaping from behind the Iron Curtain subsequent to October 1, 1954, probably would be unable to immigrate to the U. S. before the expiration of the Act.
- b. Mr. Rothlein and Miss Mitchell assured us of their desire to extend whatever priority possible to USEP cases. Mr. Rothlein added his field representatives would be informed that preliminary questionnaires bearing the stamp "USEP" in red should receive expeditious handling.
- c. In order to fill the pipeline for processing cases and, until the workload of his investigating staff required otherwise, Mr. Rothlein agreed that in Germany and Austria:

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1. Preliminary investigations (i.e. file checks) would be conducted on DSR-8 cases merely on the strength of an agency statement that it was endeavoring to obtain an assurance for the applicant concerned.

2. Complete investigations would be undertaken (including neighborhood checks) on the strength of an agency statement that an assurance on behalf of the individual concerned had been filed with the State Department in Washington.

Mr. Rothlein stated that the two-year history required for each applicant would be compiled by the investigating officer and submitted to the consulate. Although the visa officers would be responsible for evaluating the histories, the investigating officer would include a statement regarding the history, more or less as follows,

"Nothing (or Paragraph _____) in this history appears to disqualify the individual for immigration to the United States under the Act."

Mr. Rothlein also agreed that his representatives would cooperate as closely as possible with USEP in expediting USEP cases. In connection with this, he asked Miss Mitchell to discuss with Mr. Crosby of EPD/Germany the possibility of utilizing USEP screening material in connection with RRA investigations.

With respect to the implementation of the RRA in Turkey, Mr. Rothlein stated that it was his understanding that no special screening personnel would be stationed in Turkey but that investigations in that country would be handled by a "flying squad", perhaps stationed in Cairo or Beirut with responsibility for the Middle East.

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APPENDIX K

FOREIGN OPERATIONS ADMINISTRATION

Office for Field Coordination
Escapee Program
c/o American Consulate General
APO 757, U.S. Army

January 29, 1954

Brigadier General W.K. Liebel, USA
Deputy J3, US EUCOM
Room 216, I.G. Farben Building

My dear General Liebel:

For sometime I have been thinking about the problem of maintaining uniformity and consistency in the various U.S. programs in Europe operating in the psychological warfare area.

Bearing in mind the role of the Operations Coordination Board in coordinating the various psychological programs at the national level, I have been concerned over problems of a technical nature whose solutions locally depend upon the cooperation of a number of different organizations whose primary responsibilities are so widely diversified that arriving at agreed upon solutions which will further U.S. interests seems difficult at times, if not impossible. These problems are not of a nature that adapt themselves for easy reference through channels to OCB. They are usually technical problems which could, given the proper consideration by the proper officials, be readily resolved in Europe.

Symptomatic of the type of problems which I have in mind is the one in which the VOA and RFE experienced difficulty last year in obtaining material from new escapees sufficiently early for it to be of optimum value in their broadcasts.

Since the Escapee Program has now become firmly established, and is recognized as an important, although a small, facet of U.S. psychological warfare operations, it has, in its small way, seized the initiative from the Communists by making it a force with which the Communists have to reckon. In this connection I invite your attention to the enclosed airgram which was recently submitted to the Foreign Operations Administration in Washington.

Although we are constantly adopting new ideas to enhance the Program, we are certain that other agencies have ideas relating to escapee affairs which they would like to see developed and implemented, and which, incidentally, could be developed and implemented within our present terms of reference.

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Therefore, it occurs to me that for these and other reasons it would be useful to establish a psychological warfare working group which could meet regularly to exchange and develop ideas on the broad psychological front. When problems arise, this same working group could devise a course of action which would seek the successful resolution of the problem.

I am aware of the danger of getting involved in formal committees, particularly when there is a high committee such as the OCB already established. I am convinced, however, of a need of an informal forum where all the interested agencies could meet on a practical and working basis. If this proposal is at all meaningful and of any interest to you, I shall be happy to meet with you to discuss ways and means to implement it.

Sincerely yours,

Richard R. Brown
Director

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APPENDIX L

HEADQUARTERS UNITED STATES FORCES IN AUSTRIA
Office of the Assistant Chief of Staff, G-2
APO - US ARMY

17 January 1954

Mr. M. Gordon Knox
USOCA Liaison Group
APO 777, US Army

Dear Mr. Knox:

This is to confirm the concurrence of this headquarters to Mr. Warren's proposal for renovation of the Refugee Reception Office at 18 Nussdorfer Strasse, Vienna XI, as set forth in his 14 December 53 letter addressed to you.

I understand that Colonel MacIntyre conferred with Mr. Warren and Mr. Russell last week at Wels, and expects to discuss final details with Mr. Russell in Vienna on 21 January. There appears to be complete agreement as to purpose and method.

I wish further to express the appreciation of this headquarters for the constant and generous cooperation of the US Escapee Program, manifested in daily operation as well as in such projects as this and the recent renovation of the Refugee Billets on Gregor Mendel Strasse.

Sincerely,

Signed//

R. B. Pape
Colonel, GS
AC of S, G2

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APPENDIX M

ESCAPEE PROGRAM EXPENDITURES FOR MIS, G-2 USFA

<u>ITEM</u>			<u>TOTAL</u>
CLOTHING	\$3,714.68 8,741.24 <u>6,645.78</u>		
	\$19,101.70		\$19,101.70
FOOD	\$ 3,182.35 5,481.55 <u>4,019.04</u>	\$ 705.82 974.56 <u>601.80</u>	
	\$12,682.94	\$ 2,282.18	\$14,965.12
MISC. AMENITIES (Mess kits, welcome kits, recreation, washing machine, etc)	\$ 222.93 807.97 <u>1,767.03</u>	\$ 497.67 395.21 <u>674.00</u>	
	\$ 2,797.93	\$ 1,566.88	\$ 4,364.81
RENOVATION	\$ 745.81	\$ 4,469.84) 1,332.37) <u>1,468.72</u>	
		\$ 7,270.93	\$ 8,016.74
XMAS	\$ 134.24	\$ 51.52	\$ 185.76
PROJECTOR	\$ 739.00		\$ 739.00
U.S. CLOTHING	<u>\$ 1,513.00</u>		<u>\$ 1,513.00</u>
	\$37,714.62	\$11,171.57	\$48,886.13
MEDICAL & SPECIAL EXPENSES FOR MRS. KAPUS MAROTHY, ETC.))))	5,020.94	\$ 5,020.94
FURNITURE			\$ 1,000.00
FOOD - JUNE 1954			<u>\$ 900.00</u>
			\$55,807.07

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APPENDIX N

July 15, 1954

SUBJECT: Reception and Debriefing of Escapees in Austria.

Following statements are excerpts from a special report on the above subject submitted to OFC by EPD/Austria on July 15, 1954.

- - -

On January 1, 1954, G-2 USFA reorganized its operational units dealing with the interrogation and debriefing of escapees coming under U.S. control. This reorganization grew out of a study conducted by G-2 and the Air Force and affected the procedures at the Vienna, Linz and Salzburg interrogation centers.

The Joint Interrogation Centers in the three large cities under U.S. control assumed the duties of interrogation and reporting, formerly the responsibility of the 533rd MIS Battalion. The JIC is an effort conducted by Army and Air Force, and was established to eliminate a duplication of activity. Prior to its inception, escapees were debriefed independently, and separate reports were issued. In addition to this overlap of functions, friction arose from time to time through competition for source material. However, under the new system new arrivals are assigned at a ratio of 6 to 4 (6 Army, 4 Air Force). The Army and the Air Force then exchange reports.

Other interested agencies operating in the interrogation centers are given the opportunity to interview escapees when they are not occupied by the JIC. Until the present time, this arrangement has proven successful due to the substantial number of sources available. In the event that one of these agencies desires a priority, approval for the interrogation of a source may be obtained from G-2 operations in Salzburg. CAS receives priority over all agencies, including the JIC.

Insofar as the Linz and Vienna interrogation centers are concerned MIS is now responsible only for housekeeping and administrative support. In this connection, the Escapee Program maintains its liaison with the 533rd MIS Bn. for the purpose of improving the reception facilities, creating an impact on the new arrival, and bettering his health and welfare during debriefing. The Program exploits every opportunity with respect to the needs of the individual escapees with a view toward establishing his complete cooperation while under interrogation by intelligence agencies.

The Escapee Program has achieved a high degree of cooperation with the Military Intelligence Service, and has directed its support where Army regulations preclude fund expenditures. In this regard USEP is a service agency to the extent that it has renovated the escapee billets in Vienna and the Refugee Reception Office through which flows 90% of all new arrivals in Austria.

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Procedures have been implemented enabling MIS at Linz and Vienna to issue new clothing of the escapee's choosing upon arrival as the need requires. Replacement items have also been made available. Supplemental fresh food is purchased at USEP expense to augment the outdated 10 in 1 rations provided by USFA. Mess kits and eating utensils are supplied at Program expense in addition to washing machines, irons, bed linen, recreational equipment, and furniture.

The assistance provided to escapees in terms of medicines and hospitalization has had a material affect on the morale of escapees. Two well publicized instances of treatment have given information agencies material for exploitation behind the Iron Curtain. Lazlo MAROTHY and Gizella KAPUS were both seriously injured while crossing the mine fields from Hungary, and have received expert medical treatment. Therefore, all emergency needs are supplied.

The assistance so far rendered by USEP to MIS has done much to counteract the escapees' fear and suspicion engendered by Communist propaganda. Escapees report that the propaganda to satellite people is full of reports of harsh treatment and poor living conditions in the West. However, the degree of amazement on the part of the escapee who falls into U.S. control is diminishing as a consequence of an intensification by VOA and RFE with respect to the actual reception conditions.

In order to fully understand the operations of this coordinated effort, the following steps are followed in receiving a new escapee:

1. Entrance to Refugee Control Office Vienna
 - a. Brief interrogation by MIS personnel
 - b. Transfer to MIS operation Vienna
 - (1) Shakedown
 - (2) Billeting
 - (3) Medical and ability to travel, as well as interest other agency determined
 - (4) Welcome Kit and USEP registration
 - (5) Notification USIA or USEP on publicity angle if applicable
 - (6) RFE news or tapes.
2. Transfer to Linz debriefing center (as a policy, within 48 hours of arrival).
 - a. Room assignment and mess equipment
 - b. JIC interview and interrogation
 - c. Other agencies including RFE, VOA, PRU
 - d. Registration to USEP investigator
 - e. Trip to Wells to register with Austrian Police
(Permission to reside as political refugee in Austria)
 - f. Registration with a voluntary agency for resettlement (Sequence of processing under 1 and 2 may vary with individual cases.)

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Note: The JIC attempts to release each source within a 30-day period. However, the knowledgeability of each source naturally determines the length of stay in each installation.

3. Transfer to Escapee Program Control at Wels.

The 533rd MIS Bn., in return, provides the Escapee Program with the basic registration of escapees. This document becomes a case history during resettlement processing, showing a complete history on processing progress as well as an up-to-date report on the amount and type of assistance each escapee receives. In addition to this, the registration is the basic document used in the screening of escapees for eligibility purposes.

Although the Escapee Program does rely to a large measure on MIS for statistics and registration of new arrivals, the British and French elements provide similar information. Welcome kits are made available to these elements who return registered case cards as evidence of their receipt by an escapee. Normally, these few cards turn up at a later date in MIS channels.

A more intensive and direct effort has been made by USEP for the purpose of exploiting the Program's publicity aspects. With the splendid cooperation of VOA, RFE, USIA and MIS full coverage is given to the spectacular escape and the human interest story. USIA had conducted press conferences in Vienna and Linz where security permitted. Otherwise, a release to the press is made on stories involving individuals who cannot meet the press. RFE has assigned staff to Vienna, Linz and Wels for news coverage and programming. VOA covers the Austrian operation as the need arises.

To complete the cycle the Escapee Program reports to MIS the ultimate disposition of each case on a monthly basis. The final settlement of an individual may be of interest to intelligence agencies in future years, and each escapee's destination overseas is recorded in addition to his movements within Austria.

This joint effort has contributed to an increase in new arrivals, fuller exploitation of sources, and better coverage on reception behind the Iron Curtain.

The foregoing illustrates the workings of intelligence agencies only insofar as it bears on the Program's relations. Such classified aspects of intelligence as describing the debriefing process are therefore omitted.

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APPENDIX 0

RADIO FREE EUROPE

Division of the

National Committee for a Free Europe, Inc.

19 March 1954

Dear Eric:

Just a note to say how grateful we are for the remarkable job we were able to do on the ten Hungarian escapees in Vienna -- I'm sure that your people helped Russ Hill very much in doing it.

We had two programs on it on 19 March besides news and special tapes and we hope to make much more out of it.

Sincerely yours,

/s/

W. E. Griffith
Political Advisor

Mr. Eric Hughes, HICOG
Office of Field Coordination
U. S. Escapee Program
c/o American Consulate
APO 757-A
U. S. Army

THE FOREIGN SERVICE
OF THE
UNITED STATES OF AMERICA

APPENDIX P.

Address Official Communications to
Munich Radio Center,
American Consulate General,
Munich, Germany.
May 7, 1954

Dear Ted:

Enclosed find several recently broadcast Hungarian scripts done by MRC with USEP cases in Germany and Austria. It might be interesting to note that these cases represent EP care and aid in the fields of industrial re-training, emigration, medical care and special TB feeding. Also included are two scripts describing the EP center at Wels, and a special EP script which was done with an outstanding Hungarian couple who recently left Austria for Brazil.

We would also like to take this opportunity to express our appreciation to USEP, especially to Mr. Lang and Mr. Warren, for their cooperation and extra efforts in making these people available and for coordination in connection with these special events.

Best regards,

/s/

Leo S. Disher
Liaison & Reports Unit

Mr. Edward W. Lawrence,
Chief, Program Division,
Escapee Program,
Hq. Bldg.,
Frankfurt/Main.

UNITED STATES OF AMERICA
OPERATIONS MISSION TO GERMANY

APPENDIX Q.

Office for Field Coordination
Escapee Program
Annex A, HQ Bldg.
Frankfurt, Germany

Sent all Country Unit Chiefs

February 19, 1954

except Carson

Dear

Radio Free Europe has approached us in connection with the possibility of doing a program or series of programs on special installations or projects established by the Escapee Program to assist in the training, care or rehabilitation of escapees. In developing such program or programs, RFE contemplates sending a team to visit the more interesting installations or projects for the purpose of making tape recorded interviews, etc.

It is requested, therefore, that you prepare for use by RFE a list of such installations in your area. They might include vocational or language training schools, special feeding projects, recreation projects, dental or medical rehabilitation projects, etc., which might lend themselves to radio broadcasts. It is not necessary, of course, that the installations reported upon be solely Escapee Program installations. For instance, in Germany escapees attend a vocational training school run by the Bavarian State Government. The list should contain a brief description of each installation or project to include:

- a) Location (it should be a project which has a definite location and is not merely a service extending over a wide area).
- b) Purpose of project or installation.
- c) Numbers of escapees serviced, with nationality breakdown.
- d) Capacity, if appropriate.
- e) Facilities available, i.e. machine tools, if vocational school, linguaphone apparatus for language training, special equipment for recreation areas, etc.
- f) When initiated.
- g) Cost, including per capita.
- h) Information concerning teaching staff or agency involved, if appropriate.

RADIO FREE EUROPE

APPENDIX R.

Division of the

NATIONAL COMMITTEE FOR A FREE EUROPE, INC.

June 15, 1954

Mr. Harold Fellman
Information Officer
Office for Field Coordination
Escapee Program
HQ Bldg., Annex A
Frankfurt/Main

Dear Mr. Fellman:

You will be interested to know that the plan to do on-the-spot recordings at the Ingolstadt school is taking definite shape. We hope to send one of our traveling reporters up to Ingolstadt in a few weeks. The reason for the delay is that he is due to leave shortly for another traveling assignment, and we will wait until that is out of the way.

In the meantime, we are turning our attention to two other targets, and wish to mention these to you.

1) Occasionally the agencies arrange vacation trips to summer camps, or summer homes, for escapee children. As I remember, sick children were sent to Switzerland last year. If any similar projects are in the wind at present, could you send us whatever particulars are available. Incidentally, one important question is: can the children still speak their native languages?

2) We are putting ideas together with respect to USEP special installations in Trieste. I have one letter from Harold Thain which gives a breakdown of the principal projects. If you have anything additional, we'd appreciate receiving it.

Many thanks.

Sincerely yours,

/s/

William Geib, Chief
Program Activities Office

WG:el

SECRETEscapee Program Activities in the
Middle East

Since the submission of the last report by USEP to the OCB, small activities have been initiated under the program for refugees in the Near and Middle East. Projects have been entered into with the World Council of Churches and the Tolstoy Foundation for assistance to certain escapees in Iran, Lebanon, Syria, Jordan and Iraq whose situation is at present unsatisfactory, and where U.S. interests are involved.

USEP commenced planning activities in this area in the spring of 1953 with the negotiation of a survey contract with the Tolstoy Foundation. The survey report indicated two groups of potential interest to USEP, namely the White Russian community in Tehran, and secondly, selected persons in Syria, Jordan, Lebanon, and Iraq, primarily a group of Circassians who settled in Jordan and Syria under unfavorable conditions in 1947 and 1948. U.S. policy interests in these groups was discussed thoroughly with the concerned offices of the Department of State, primarily through the Asian Regional Committee, and USEP was advised that the Department supported, with due regard for other priorities established for the use of program funds, the initiation of modest activities in the Near and Middle East. It was fully recognized that there were few recent escapees in the area, and that many identified as of potential interest were outside the normal eligibility criteria of the program as applied in Europe. Their conspicuous need, however, and the fact that they were suffering economic hardships and often political harassment in their asylum areas, made them of unusual significance. Under these circumstances, eligibility determinations are made on an individual basis in light of an evaluation of the political and psychological factors involved. This approach to the program was discussed by the Chief, Escapee Program Division, FOA/W with Ambassador Henderson in Iran who endorsed and supported the initiation of activities.

Extended discussions were held with the World Council of Churches and the Tolstoy Foundation, the two agencies operative in the area in behalf of European refugees, and their activities under USEP have been fully coordinated. With respect to the Tehran group, which is receiving the major attention, WCC is assuming responsibility for the administration of care and maintenance activities, and the Tolstoy Foundation will handle resettlement processing. With respect to the other areas, WCC and TF have been assigned responsibilities for resettlement assistance only on the basis of their established caseloads.

A total of \$66,245 of FY 54 funds was obligated for operations in the Near and Middle East. Of this amount, \$34,800 was obligated for care and maintenance activities, and \$31,445 for resettlement assistance. The caseload in Iran as of July 15, 1954, includes 471 stateless refugees, who will be given full assistance as required and 180 refugees who have through various means acquired franchise documents and who will be assisted only upon individual determination of eligibility. An additional 400 enfranchised refugees are registered with the voluntary agencies. In the other areas of the Middle East the registrations are now being conducted, and there is no firm figure of caseload; it is estimated, however, that the total number of escapees for whom services will be provided will not exceed 200.

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Activities in Iran were initiated during a temporary duty assignment of a USEP officer, and have been carefully coordinated with the diplomatic mission and CAS. The operation of USEP in Iran will eliminate the possibility of the Soviet Government's exploiting the miserable conditions of escapees which has existed heretofore. It is also distinctly possible that positive results will be achieved across the Soviet border. Certain escapees living in Gorgan in northern Iran, state that the news that American agencies are helping escapees has already travelled across the border in that area. This statement is confirmed by the opinion of the U.S. Vice Consul at Tabriz to the effect that there is constant traffic back and forth across the border. It is anticipated that developing experience with the program will yield a basis for further cooperation and more direct support for other interested agencies.

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APPENDIX T

ESCAPEE PROGRAM ACTIVITIES IN THE FAR EAST

Shortly after the initiation of activities under the Escapee Program in Europe, it became clear that there were similar problems and values attaching to the situation of the recent anti-Communist refugees in the Far East. The size of the refugee problem made it impossible to attempt a comprehensive solution, but there were opportunities for limited contribution to the total solution through practical projects. More importantly, this activity would provide tangible evidence of the continuing concern of the U.S. for the Chinese people. The political situation in Hong Kong places definite limitations on the scope and exploitation of the program, but it is definitely believed to be a logical and effective instrument of U.S. policy in Southeast Asia and the Pacific area. In FY 1953 two small projects were commenced under the substantive authority of Section 303(a) of the Mutual Defense Assistance Act of 1949, as amended. The first provided for the resettlement of approximately 360 Kazakh refugees from Sinkiang Province who fled into Kashmir. This activity was successfully completed in June 1954 with the movement of the last group of these refugees to Turkey. The second project, which was commenced in April, 1953, was an undertaking to finance the resettlement program of Aid Refugee Chinese Intellectuals, Inc., a private voluntary organization whose objective is the finding of permanent solutions for a selected group of trained and highly qualified refugees now stranded in Hong Kong.

In presenting the FY 1954 Escapee Program budget to the Congress, and after full interagency clearance through PSB channels, it was proposed that Section 101(a)(1) of the Mutual Security Act of 1951, as amended, be amended to include escapees from Communist-dominated or Communist-occupied areas of Asia as well as Europe, and that funding be provided for a more intensive effort in the area. This proposal was approved by the Congress, and the Senate Committee on Appropriations (Report No. 645, July 25, 1953) specifically requested increased activity in behalf of Chinese refugees.

In January, 1954, a USEP officer was assigned to the Far East to conduct a definitive survey of the situation, and to develop and implement an expanded program. Because new 1954 funds were not available to the Escapee Program until December, 1953, it was not possible to start this work in the first half of the fiscal year. However, the work was completed and approved at the Washington level during April and May of 1954, and contracts or letter contracts were let by the appropriate offices immediately thereafter. The program now being implemented is as follows:

A. Overseas Resettlement of Chinese Refugees from Hong Kong/Macao

FY 54 Funds Obligated

1. ARCI Resettlement Contract \$250,000

The resettlement contract with Aid Refugee Chinese Intellectuals, Inc. was

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renewed effective April 1, 1954, for an additional period through December 31, 1954. This contract has proved a successful vehicle for the movement of Chinese intellectuals, and as of June 30, 1954, a total of 5839 persons have been moved from Hong Kong, primarily to Taiwan since the inception of this activity. The contractor under this arrangement assumes full responsibility for the registration, documentation, processing and final resettlement of the refugees, and is reimbursed by the Government on an actual cost basis. Special attention is given to finding employment opportunities which will permit the highly qualified caseload to pursue their fields of specialization, as one of the most conspicuous features of the refugee problem in Hong Kong is the enormous wastage of human resources. Of particular interest is the special project carried forward under the overall contractual arrangements, whereby young refugees are selected in Hong Kong by competitive examination, and sent for a year or two of training in public administration in Taiwan prior to placement in the Chinese Civil Service. Two hundred young men were handled under this special project in 1953, and an additional group of one hundred and fifty will be sent in 1954.

2. FCRA Resettlement Contract

FY 54 Funds Obligated: \$191,250

The greatest contribution which a modest U.S. effort can make to the problem of refugees in Hong Kong is a maximum outward movement for resettlement under favorable circumstances. With this priority in mind, negotiations were undertaken with the Free China Relief Association, a quasi-official organ of the Chinese Government engaged in refugee assistance and related programs, with a view to enlarging the scope of USEP resettlement operations. An operational plan was agreed upon, covering the selection, screening, documentation, resettlement processing, and arrangements for final resettlement in civilian employment in such fields as mining, forestry, agriculture, commerce, industry and defense activities. It is the purpose of the project to place the majority of the resettlers on Kinmen Island, with possible later extension to Tachen and Matsu. This undertaking will serve to alleviate the problem of surplus population in Hong Kong, and is fully consistent with the U.S. objectives of building up the economies and defenses of the off-shore islands through the introduction of young, able manpower capable of contributing to the economy and available for militia duty.

3. ARCI Assurance Search Project

FY 54 Funds Obligated: \$9,780

In order to facilitate the movement of Chinese refugees now in Hong Kong, to the U.S. under the applicable provisions of the Refugee Relief Act, and anticipating a satisfactory solution to the problem of re-entry permits pending at the moment, USEP has entered into an assurance search contract with ARCI under which ARCI will employ directly a maximum of two professional persons to devote full time to obtaining employment and housing opportunities in the U.S. for eligible Chinese refugees. It is considered that from a policy and psychological standpoint, that even a limited U.S. movement of refugees from that area is a necessary complement to the other USEP projects whose overall objective is to make clear in concrete and practical terms the continued interest

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of the U.S. in the welfare of the Chinese people.

B. Local Integration of Chinese in Hong Kong and Related Services

1. NCWC Housing Contract FY 54 Funds Obligated: \$40,000

One of the worst aspects of the overcrowding of Hong Kong is the extreme shortage of even minimum housing facilities, and the appalling squatter developments, which have occasioned so many fires in recent years. As a means of addressing this situation, USEP has contracted with NCWC to expand the low-cost housing program of that agency by the construction of an additional 225 units to be allocated to the neediest of the political refugees chosen jointly by the NCWC and the USEP representatives. The Hong Kong Government will participate in this project through the provision of appropriate sites for the houses, including the installation of water, roads and walks, and sewage and drainage facilities. The cost to the U.S. will be \$175 per unit, plus administrative expenses on an actual cost basis, not to exceed 10% of construction costs. This project may be expected to provide housing for up to 1,000 persons.

2. WCC/LWF Medical Services Contract FY 54 Funds Obligated: \$15,000

Many of the refugees in Hong Kong are prevented from securing employment or qualifying for resettlement programs by reason of remediable medical deficiencies. The most prevalent complaints are tuberculosis, skin diseases and malnutrition. To meet the most pressing needs of this nature, a contract has been entered into with the World Council of Churches - Lutheran World Federation Joint Service to Refugees to provide short term medical assistance for an estimated 3,600 recent political refugees covering all necessary hospital, medical and pharmaceutical expenses, and including dietary supplements in cases of malnutrition. No person is accepted for assistance under this project if the medical prognosis indicates that treatment will be required for more than six months.

3. CWS Truck Farmers Integration Project FY Funds Obligated: \$15,000

Despite the limited size of the Colony of Hong Kong, there is a substantial amount of unused arable land in the New Territories. Refugees cannot afford to live in the New Territories because of the expense of commutation to a place of employment in the city; neither can they commence farming without some assistance in establishing a home and obtaining the necessary tools and animals. A project has been initiated with the Church World Service to undertake the establishment of a number of recent refugees with past experience in farming as truck farmers. The land for the project, including all site development and basic community services is to be provided by the Commissioner of Resettlement for the Hong Kong Government at no expense to the U.S. Under the contract, CWS will provide for each refugee family resettled a modest house, pig and poultry sheds, family rations until the first crops are ready, and will supply the farms with pigs, poultry, feeds, fertilizer and seeds. The contractor will also promote the development of community facilities such as a school, chapel

and community...

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and community center, and will provide a resident project manager for the period of the contract.

4. Maryknoll Textile Training Project FY 54 Funds Obligated: \$90,000

In order to expand local employment opportunities for Chinese refugees, a project has been developed with the Catholic Foreign Society of America, Inc. (Maryknoll) to establish a Hong Kong Textile Weaving School to train and establish refugees in the making of hand-loomed textiles. Under the project Maryknoll will erect a suitable building to house the school, procure hand looms and materials, train teachers, and establish a weaving cooperative and marketing arrangement. The students to be trained under this project will be required to repay to Maryknoll the cost of the looms and materials provided, so that the funds may be applied to further extension of the training program.

5. ARCI Handcraft Training, Standardization and Marketing \$25,000

Many of the refugee handcrafts in Hong Kong do not realize their economic potential because of uneven standards of production, lack of established markets, and poor organization. A project has been entered into with ARCI to work with refugees already engaged in handcrafts to improve their standards of production, establish uniformity of products, develop simple systems of cost accounting and bookkeeping, and to expand markets locally and abroad.

C. Resettlement of European Refugees from China \$500,000

There are an estimated 12-15,000 European refugees remaining in China, primarily White Russians in the Shanghai, Tientsin, Harbin areas, some of whom are permitted to leave, and who are processed for resettlement by ICEM under a courtesy visa scheme in Hong Kong. It is considered important in terms of U.S. interests to assure that the outward flow of European refugees from China through Hong Kong is maintained so long as the Chinese People's Republic is willing to permit members of this group to leave China and the British authorities in Hong Kong are willing to grant asylum. These persons are in effect new escapees from Communism; they share in the importance attached to USSR refugees generally, and many have a special psychological significance in that they have twice been forced to flee from Communist terror. Abandonment of this group by the Free World would lend force to the Soviet propaganda theme that the ultimate victory of Communism is assured, and that resistance or opposition is useless.

The movement and related expenses of these refugees had in the past, been met by the Migration Committee from an IRO Liquidator Grant. A contract with UNHCR assured reimbursement to the Migration Committee for care and maintenance expenses while in transit. It became clear in April and May of 1954 that the funds available to the Migration Committee would shortly be exhausted and USEP therefore entered into a contract with ICEM under which USEP will reimburse ICEM for an estimated 70% of the actual cost of moving up to 1,000 selected

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refugees. It is estimated that this arrangement will permit the outward movement to continue through calendar year 1954, by which time it is hoped that further contributions from other countries will be forthcoming for this project.

D. Special Project in the Far East

1. Hong Kong Fire Grant

FY 54 Funds Obligated: \$150,000

A disastrous fire swept the Shek Kip Mei squatter area of Kowloon on Christmas night, 1953, leaving 60,000 persons homeless. In response to this urgent need, USEP made a special grant of \$150,000 to the Hong Kong Colonial Government to assist in the relief of the fire victims, and in financing the construction of new, permanent, fireproof housing in the devastated area. A special study mission of the House Committee on Foreign Affairs reviewed this project, and reported that the "material and psychological results have been excellent." (Report of Special Study Mission to Southeast Asia and the Pacific, January 29, 1954.)

2. Defectors from the Polish Vessels Praca and Gottwald

The Polish tanker Praca was seized by the National Government of the Republic of China off Formosa in October, 1953. Of the 30 Polish crew members, 12 requested, and were granted, asylum by the Chinese Government. It is the desire of those who requested asylum to come to the United States, and reports indicate that an unauthorized promise of U.S. visas by Chinese officials was a significant factor in their decision to defect. Members of the group have indicated that an additional five seamen would have defected had they believed the Chinese promise. Eighteen crew members who requested repatriation have been returned to Poland and were given an elaborate welcome.

A second Polish vessel, the Gottwald was seized by the Chinese early this year. Fourteen members of the crew have requested asylum, and the balance, including all the ship's officers, are as yet undecided as to what course they should take.

A third ship, the Russian Tuapse is also under detention in Formosa, and one member of the crew has requested asylum.

USEP was requested by the Department of State to assure adequate standards of treatment for the defectors, and to make necessary arrangements for their resettlement. This was accomplished by a contract made with NCWC in Taipei, under which the basic provisions made for them by the Chinese Government are appropriately supplemented, and assistance is given in the processing of their resettlement under the Refugee Relief Act, including ocean transportation. This project has been thoroughly coordinated at the headquarters and field levels, and USEP/W is now working with other interested Government agencies in developing plans for the reception and exploitation of this group when they arrive in the U.S.

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3. Indo-China

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SECRET3. Indo-China Program

The participation of Viet Nam arranged at the Geneva Conference has given rise to a situation sharing in the psychological values which are of concern to USEP. Thousands of persons in the areas being ceded to the Viet Minh are fleeing before the advance of the Communists into the Hanoi-Haiphong area, seeking to move south of the 17th Parallel. Facilities for their southward movement must be promptly organized, and plans made for reestablishing the refugees in Viet Nam. As soon as this situation developed, the U.S. Operations Mission to the Associated States urgently requested the assignment of additional personnel on a temporary basis to deal with the refugee problem. USEP was called upon to provide two senior officers experienced in refugee processing and resettlement operations, and within a week of the request, the Director, Office of Field Coordination, and the Far East Advisor from Hong Kong were in Saigon. Although the assistance provided in this situation is funded under the Indo China country program rather than USEP, the Escapee Program is assisting in this urgent problem by the loan of technical staff.

Exploitation of Program Activities

The political situation in Hong Kong requires that direct exploitation of program activities in that area be limited. The Chinese Communist Government has frequently requested permission to send relief missions to Hong Kong, particularly in connection with fire disasters. It is recognized that these missions would be primarily intelligence and propaganda teams, and the British have consistently refused permission to enter the Colony. This policy caused serious riots in Hong Kong in 1953. The British feel that they will be in a better position to exclude the Chinese Communists if they also even-handedly exclude other governmental relief teams. The British are also clearly concerned about the danger of an influx of refugees from the Chinese mainland, and do not wish that the conditions in Hong Kong be publicized in a manner which would induce further refugees. For this reason the publicity on the Far Eastern activities of the USEP has been limited to specific projects, such as the Hong Kong fire grant, or has been concerned with the programs of the voluntary agencies through which USEP funds are applied to the refugee problem, without attribution concerning the source of support. Discussions are currently under way with the Department of State concerning the development of a new information policy guide for the Far East.

FY 1955 Program Plans

In FY 1955 it is planned to continue the program in the Far East at approximately the present level, subject to the availability of funds for this purpose. The scope and content of the projects will be adjusted as experience indicates, and increasing emphasis will be placed during the fiscal year on support activities under the Refugee Relief Act, but it is considered that the program is now of an optimum size in light of the local conditions, and should be maintained in substantially its present form.

Comparison of Total FY 52 - FY 54 Obligations in Western European Countries of First Asylum
With Western European Countries of Second Asylum

Countries of First Asylum	FY 52 - 54 Obligations*	TOTAL#
Austria	1,259,273	
Germany	2,096,669	
Greece	928,590	
Italy	813,344	
Trieste	213,920	
Turkey	185,680	
TOTAL: First Asylum Obligations		\$5,497,476
Countries of Second Asylum		
Western Europe		\$347,244

* European Obligations Only

Does not include transportation, resettlement in Latin America, and other projects handled directly by OFC, FOA/W projects, or Far East or Middle East projects.

August 13, 1954

OFFICIAL USE ONLY

United States Escapee Program

Status of Funds (as of June 30, 1954)

Fiscal Year	Type	Available	Obligated	Expended
1952/53	Appropriated Dollars	3,360,432	3,210,225	2,855,614
	Local Currency	1,857,786	1,420,702	1,402,029
	TOTAL	5,218,218	4,630,927	4,257,643
1954	Appropriated Dollars	7,500,000	7,491,803 7,183,680	1,099,690

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ROUTING AND RECORD SHEET

INSTRUCTIONS: Officer designations should be used in the "TO" column. Under each comment a line should be drawn across sheet and each comment numbered to correspond with the number in the "TO" column. Each officer should initial (check mark insufficient) before further routing. This Routing and Record Sheet should be returned to Registry.

FROM:

NO.

Operations Coordination Board (via PP/ICD/Ln 2510 K)

DATE

Oct
1, 1954

TO	ROOM NO	DATE		OFFICER'S INITIALS	COMMENTS
		REC'D	FWD'D		
1. SA/SCI			4 Oct	25X1A9A	<p>Escape Program</p> <p>- Luis -</p> <p>I marked this in the proper log book as "filed"</p> <p>- Willis -</p> <p>✓</p> <p>J-495</p>
2. Off 53X1BAC			25 APR 1954		
3. [Redacted]					
4. PP/ICD/LN - file					
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